

GUIDELINES FOR IMPLEMENTING AND ADMINISTERING PROGRAMS
FOR DISADVANTAGED FRESHMAN STUDENTS IN PUBLIC
FOUR-YEAR UNIVERSITIES

BY

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Dedicated to my best friend,

Bill.

Words can never express my gratitude
for your steadfastness.

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vision

The purpose of this study was to develop and validate a comprehensive set of guidelines for implementing and administering programs for disadvantaged freshman students in public four-year universities. Sixty-nine guidelines were developed from a review of current and pertinent literature. The five program areas included:

1. Admissions Policies and Procedures
2. Counseling/Academic Advisement Policies and Procedures
3. Financial Aid Policies and Procedures
4. Instructional/Academic Program Policies and Procedures
5. Institutional Commitment Policies and Procedures.

Five individuals (faculty, staff, and administrators) from each of the five four-year state universities in Florida were asked to serve as a panel of experts to validate the guidelines. The panelists were asked to respond to a guideline questionnaire developed for their specific area of expertise (i.e., admissions, financial aid, counseling/academic advisement, instructional/academic program, institutional commitment). The questionnaire elicited two responses to each guideline item: the level of importance of the guideline for maximizing the success of a freshman disadvantaged student during the first year, and the level of difficulty of implementation of the guideline in a university setting.

Panelists were asked to respond to the guideline questionnaire on a four-point scale. Panelists' responses were tabulated for each guideline and for each set of program area guidelines. Individually, 62 of the 69 guidelines (90%) were validated according to the established criterion (i.e., three of five responses at degree level 3 or above) for importance ratings. Analysis of the total responses to each program area revealed that the panelists perceived the entire set of guidelines as important for maximizing the successful completion of a disadvantaged freshman student's first year.

The difficulty ratings were considered useful for practical application of each guideline in a university setting and were considered in the interpretation of the findings. However, the difficulty rating was not incorporated in the

validation process. All of the counseling/academic advisement and institutional commitment guidelines were validated according to the established criterion, while one admissions guideline, three financial aid guidelines, and three instructional/academic program guidelines were not validated. Analysis of the difficulty ratings revealed that the admissions and financial aid guidelines would be difficult to implement in a university setting.

Analysis of the program guidelines questionnaire responses revealed that the panel of experts validated 62 items as a comprehensive set of guidelines for implementing and administering programs for disadvantaged freshman students. The study recommends inclusion of these 62 guidelines for use in public universities seeking to develop or implement programs for disadvantaged students.

CHAPTER I

INTRODUCTION

Overview

Historically, American colleges and universities were developed to educate the well-born. Such developments as the Morrill Act of 1862, the Serviceman's Readjustment Act (G.I. Bill) following the second World War, the National Defense Education Act of 1958, and the Higher Education Act of 1965, have extended opportunities in postsecondary education to those individuals who had previously been denied higher educational opportunities (Gordon, 1975, pp. 1-3). Cross (1975) indicated that this evolution over the last century provided "educational opportunity for all." She believed that American higher education would spend the next quarter century striving to achieve "education for each . . . designing educational experiences that will provide maximum learning for individuals" (p. 1).

The design of equal educational opportunity practices has taken many forms. As Cross (1976) indicated, during the 1960's and early 1970's higher education institutions in actuality were more concerned with "access models" (open admissions), than with models which provided a basis for personal growth and development of individual talents

(full-scale, organized institutional programs designed to meet personal and academic needs). Open access is not enough. Mulka and Sheerin (1974) pointed out that merely opening the doors to a college education cannot be expected to equalize opportunity for those from different socioeconomic backgrounds. Today, there are students enrolled in colleges and universities in the United States who do not meet standard academic admission requirements for various social, psychological, and intellectual reasons. Many of these students have gained access to higher education because of the advancement of equal educational opportunity in colleges and universities. Often, disadvantaged students are thought to be of one particular race or ethnic origin depending on the region of the United States in which the student is enrolling. Astin, Astin, Bisconti, and Frankel (1972) attempted to clarify the question of individuals enrolled in programs for disadvantaged students.

Since special programs for disadvantaged students are frequently oriented toward certain racial and ethnic minorities (blacks in particular), the term disadvantaged is often a code word for these groups. In other contexts, it may be a euphemism for low-achieving students or simply for economically poor students. (p. 14)

In 1968, the Carnegie Commission on Higher Education issued a special report on quality and equality in higher education. At that time the Commission made the following assertion.

The nation's campuses must act energetically and even aggressively to open new channels to equality of educational opportunity. (p. 1)

The Carnegie Commission (1970), again acting in the interests of equal educational opportunity, set as one of its short-term goals to be attained by 1976, that of removing the economic, curricular, admission, and facilities barriers to higher education. Efforts to eliminate these barriers to American colleges and universities have produced egalitarian attitudes and practices within higher education. Nearly universal within higher education are the motives espoused for inclusion of programs for disadvantaged students. Cross (1976), Gordon and Wilkerson (1966), and Roueche (1968) have suggested the following five motives as a result of their research.

1. To help young people develop their potential.
2. To assist students to overcome deficiencies resulting from poverty, discrimination, and inferior schooling.
3. To achieve a diversified student body.
4. To provide a second chance to students.
5. To salvage human resources.

Halstead (1974) echoed these sentiments in the following statement.

Genuine educational opportunity exists for minority groups only when they are equipped to compete fairly on the basis of potential rather than on initial performance. They cannot compete fairly when admission is based primarily on testing, when grants are awarded on the basis of demonstrated scholarship rather than on need, and when institutions

are insensitive to the wide variety of special compensatory services required to offset the effects of deprivation. (p. 133)

Institutional practices and programs developed to provide equal educational opportunities have titles such as "remedial," "developmental," "compensatory," "special services," and/or "basic skills" (Astin et al., 1972; Gordon & Wilkerson, 1966; Roueche & Snow, 1977). Institutional services which fall into the titled categories listed above range from open admissions policies (open access) to full-scale programs on instruction, counseling, and other supportive services. Students who have not met regular college or university entrance requirements due to some difficulty and who are admitted to programs described previously are often designated by institutional or socio-political labels such as "disadvantaged," "specially admitted," "socially and culturally disadvantaged," "educationally deprived," "basic skills," and/or "high risk" (Allen, 1976; Astin et al., 1972; Gordon & Wilkerson, 1966; Grant & Hoeber, 1978; Passow & Elliott, 1968; Roueche & Wheeler, 1973; Ruchkin, 1972).

The assumption that programs for the educationally disadvantaged student began only recently is incorrect and misleading. Compensatory programs have been in existence in American higher education for almost a century (Cross, 1976). Since the early 1960's Harvard has had a risk-gamble program for "high-risk" students; Stanford has for many years provided access to these students; and,

California's state colleges and universities have allowed up to 1% of admissions to be for students who could not meet standard requirements (Allen, 1976, pp. 70-71). In Florida, state universities are allowed to admit up to 10% of their projected freshman class student enrollment below the standard admission requirements (Voyles, Note 1). In New York, the Search for Education, Elevation, and Knowledge (SEEK) program at City University of New York (CUNY) was initiated in 1966. The following year, the Educational Opportunity Program (EOP) was initiated in the New York State University System. The Higher Education Opportunity Program (HEOP) within New York's private colleges and universities was instituted in 1969 (Grant & Hoeber, 1978; Haynes, 1978).

Support services, equal educational opportunity practices, and institutional programs for disadvantaged students vary widely, as has been noted. As further evidence of the range of services offered to disadvantaged students, Astin et al. (1972) reported 24 different kinds of special student programs in 19 different institutions. Twelve of the 24 programs were special admissions or scholarship programs. These programs offered supportive services-- tutoring, counseling, and financial aid. The other 12 programs ranged from special summer programs to assist high school students, to admissions programs after remediation (p. 59).

Many institutional efforts to offer programs for disadvantaged students have been aided by federal and

state governments or agencies. As in the case of the New York HEOP, a legislative amendment to the Education Law provided funding for the program. Haynes (1978) identified one major objective for the development of grant proposals in the HEOP proposal guidelines.

To help provide a broad range of services to New York State residents who, because of educational and economic circumstances would be unable to attend a postsecondary institution according to traditional admission requirements. (p. 31)

Seven program areas were listed to fulfill this one objective. In Florida, the 1978 Equal Access Equal Opportunity Plan (EAEO), Florida's Commitment to Equal Access and Equal Opportunity in Public Higher Education, indicated a system-wide effort for recruitment and retention of Black students. At that time, each of the nine state universities was awarded \$5,000.00 to supplement institutional efforts toward recruitment and retention for the 1976-77 fiscal year. During fiscal year 1977-78, each institution received the sum of \$30,000.00, a significant increase. The nine state universities have implemented various support services which address the academic needs of Black students. Eight broad criteria were developed by the State University System staff to design and evaluate institutional efforts. The eight criteria include:

1. An honest recruitment program which matches students' needs and abilities to the individual university degree program.
2. An exemplary student counseling/advising program which helps the student from admission to job placement.

3. A training program for counselors, faculty advisors, teachers, tutors, and other support staff.
4. A plan for regular review of university, departmental, and registration procedures which will minimize student inconvenience.
5. A research program which attempts to identify students who are prone to drop out of college.
6. A well-organized effort to inform students of financial aid programs.
7. Efforts to provide on-campus or relatively inexpensive off-campus housing, convenient to the university.
8. Efforts to arrange convenient public transportation to and from campus. (Appendices to the State University System Revised Plan for Equalizing Educational Opportunity in Public Higher Education in Florida, 1977, pp. 48-50)

However, these eight criteria may not provide sufficient direction for the development of a comprehensive program for retention. Instead, the criteria merely provide a basic outline of major points to consider in formulating the program proposal.

The Problem

Efforts to provide collegiate programs for disadvantaged students vary from institution to institution. Surveys of educational services to disadvantaged students have distinguished between (a) "PRACTICES," those activities which institutions undertake as merely supportive activities to disadvantaged students, and (b) "PROGRAMS," those organized

groups of activities which comprise the institution's efforts to attract and help disadvantaged students throughout their collegiate career (Astin et al., 1972; Gordon & Wilkerson, 1966). The advancement of equal educational opportunity through "PROGRAMS" for the disadvantaged students has evolved from difficult beginnings. The evolutionary process is not complete; rarely do colleges and universities design and develop organized, comprehensive plans for disadvantaged students' programs. The integration of such necessary elements as institutional commitment, recruitment and admissions plans, diagnosis and orientation, curricular modifications, counseling, tutoring, financial aid, and evaluation and follow-up into disadvantaged programs is often lacking (Astin et al., 1972; Gordon, 1976; Haynes, 1978). Some authors have even described institutional efforts as piecemeal and awkward (Grant & Hoeber, 1978). Edmund Gordon summarized the institutional dilemma related to the development and administration of equal educational opportunity programs in the following manner.

It is true that the field of collegiate programs for the disadvantaged is characterized by somewhat free swinging behavior. . . . The state of the art of designing and delivering opportunity programs is confused, is contradictory, is conditional, it is also encouraging. . . . We came into existence in a hurry and were given the most difficult task that universities have had at a time when we were relatively unprepared for it: We have operated under the most politically, socially and economically disadvantaged conditions. (1976, pp. 1-2)

Logically, it would appear that the reason for the lack of consistent design and behavior lies in the fact that the institution has either (a) no specific guidelines from a funding agency, high level authority, or governing board, as to the elements necessary for the development and implementation of such programs or (b) guidelines the institution does receive are only sufficient for submission of a funding proposal and have no direct bearing on the actual operation of a program for disadvantaged students (Grant & Hoeber, 1978; Haynes, 1978; Mares, 1973).

The Purpose

Statement of the Purpose

The purpose of this study was to identify and validate a set of comprehensive guidelines for the implementation of disadvantaged freshman student programs in public four-year universities. The guidelines were developed for each of the following five program areas based on recurring themes within the literature.

1. Admission Policies and Procedures.
2. Counseling/Academic Advisement Policies and Procedures.
3. Financial Aid Policies and Procedures.
4. Instructional/Academic Program Policies and Procedures.
5. Institutional Commitment Policies and Procedures.

Delimitations and Limitations

In conducting this study, the following confinements and weaknesses were observed.

1. Development of the initial set of guidelines was confined to that which could be logically derived from the literature written since 1965.

2. Validation of the guidelines was confined to 25 practicing Florida public university administrators and faculty members, a panel of experts.

3. Since the panel of experts and the institutions they represent were not randomly selected, the conclusions drawn from this study will not be suited to generalization for the entire higher education system.

4. The initial guidelines were developed as a creative endeavor by the researcher. Validity of the guidelines is limited to face validity and the perceptions of the panel of experts.

Justification

In a state such as Florida, where the public university system has developed an Equal Access Equal Opportunity Plan, and where its four-year public universities are allowed to admit a certain percentage of freshman students below the standard admission requirements, there are students enrolled in degree programs who can be termed disadvantaged. To help those students remain in college and

successfully complete a degree program, it would appear that the university would, of necessity, need to commit itself to the development of an institutional program for disadvantaged students. This study provides validated comprehensive guidelines for the development and implementation of programs for disadvantaged students in public universities. The guidelines are a refinement of general and specific developments which have appeared in the literature.

Definition of Terms

For the purposes of this study, the following terms were used as defined below.

Disadvantaged students.

Those whose lack of money, low standardized test scores, erratic high school records and race/class/cultural characteristics, taken together, place them at a disadvantage in competition with the preponderant mass of students in the colleges they wish to enter. They are students who are seen as long-shot prospects for success, but who demonstrate some indefinable and unmeasurable quality--motivation, creativity, resilience, leadership, personality, or whatever--which an admissions office might interpret as a sign of strength offsetting the customary indicators of probable success. (Egerton, 1968, p. 7)

Freshman student. A student admitted to the first year of college or university instruction, and registered in that institution.

Guidelines for the development and implementation of disadvantaged student programs. A set of statements designed to describe those activities which a college or university can undertake to provide a comprehensive institutional program for disadvantaged students.

Institutional practices for disadvantaged students. Continuous activities by a college or university that help disadvantaged students to enroll and progress through college. Examples include: financial aid, modified admission standards, and tutoring services (Gordon & Wilkerson, 1966).

Institutional programs for disadvantaged students. Organized comprehensive programs designed for disadvantaged students which include the purposes of (a) removing the barriers to higher education and (b) enhancing opportunities for successful completion of a college degree, while providing a basis for personal growth and developing individual talent (Gordon & Wilkerson, 1966).

Remedial, special services, compensatory, basic skills, and developmental programs and practices. Institutional practices designed to equalize educational opportunity for disadvantaged students. Activities designed to prepare students to move from an "age-graded to a social status-graded society" (Havighurst, 1972, p. 84).

Procedures

This study was conducted in five phases. The first phase included a thorough review of the pertinent literature

relating to disadvantaged student programs in higher education and the development of initial policy guidelines for implementing and administering disadvantaged student programs in public four-year universities. The questionnaire format to be used in the study was developed and a pilot test of the questionnaire was conducted as the second phase. Respondents in the pilot test were asked to attest to the clarity and appropriateness of the questionnaire items. The third phase included selection of the panel of experts to react to the guidelines in the validation process. Collection of the validation responses constituted the fourth phase of the study. Analysis of the experts' validations responses and final validation of the guidelines comprised the fifth phase of the study.

Development of the Initial Policy Guidelines

The process of developing the guidelines was logical deduction on the basis of pertinent literature reviewed. Literature relating to the five programs areas, admissions procedures, counseling/academic advisement, instructional/academic program, financial aid, and institutional commitment, was reviewed from 1965 to the present. The review included an Educational Resources Information Center (ERIC) search, periodicals, dissertation abstracts, books, and governmental agency guidelines. Each was examined for common, recurring themes and from these themes the guidelines were developed.

Development of the Questionnaire and Pilot Test

A combination of research techniques was used in developing the guideline questionnaire. The validation process, as described previously, involved soliciting the opinions of a panel of experts through use of a questionnaire. Rating scales were developed for each of the five questionnaires.

The feasibility and usefulness of rating scales in research design were supported by McGrath (1970). He stated: "The development and use of scales become important considerations when attitudes, values, evaluation, and opinions are sought by questionnaire" (p. 134). Remmers, Gage, and Rummel (1960) in support of panels of experts have stated that "expert opinions frequently serve as criteria of validity" (p. 293).

Remmers (1954) equated opinions with attitudes. He suggested assumptions and limitations in measuring attitudes in the following statement.

Certain assumptions must be made in order to measure attitudes: that attitudes are measurable, that they vary along a linear continuum, and that measurable attitudes are common to the group, that they are held by many people. Limitations . . . include the fact that they may be temporary and changeable and subject to rationalization and deception. (p. 7)

Remmers added a decisive statement which justifies the use of expert opinion in educational research.

The realization is rapidly growing that attitudes, the way individuals and groups feel about the various aspects of their world, are

probably more determinative of behavior than mere cognitive understanding of this world. When this is granted, the importance and value of attitude measurement becomes at once obvious. (p. 15)

The questionnaire format provided a limited response for rating the level of importance of each guideline and the level of difficulty for implementing each guideline in a practical situation. The questionnaire format was also used to avoid the necessity for a personal visit with each panel member. The questionnaire was designed to take as little time as possible from the panel members' schedules. Panel members from each specific program area were asked to determine the importance of each guideline in that specific program area on a scale from one to four (one being "Of no importance," and four "Very important") in relation to relevance of that guideline to disadvantaged students' needs. To determine the level of difficulty expected in implementing each of the guidelines, panelists were asked to respond on a four point scale (one denoting "Of no difficulty" in implementation, and four "Very difficult"). In addition, panelists were asked to add any other guidelines which they felt necessary and to rate them on the same scale. The questionnaires are presented in Appendix A.

Following the development of the initial guidelines and the questionnaire instrument, a pilot test was conducted in accordance with standard research practice. Good and Scates (1954) strongly recommended a "tryout or pretesting" of a questionnaire before submitting the

questionnaire to respondents. "Questionnaires . . . need validation in terms of practical use. . . . an individual is not likely to think of all the ways in which a group may respond" (p. 622). Some revision of the questionnaire items may result based on the criticisms of qualified persons. Once the critique and revision have been completed, the final form is ready to be mailed out.

Five individuals on the University of Florida campus were asked to react to the guidelines and questionnaire format based on (a) their perceptions of the clarity of presentation and (b) the appropriateness of the items for the stated research purpose. The respondents were graduate students who counsel disadvantaged students, faculty members, and university staff familiar with disadvantaged student programs and practices. The approach, method, and questionnaire instrument were found to be appropriate. Some revision of the questionnaire items was suggested. When the revisions did not detract from the purpose of the stated item, the revision was made by the researcher.

Selection of the Panel of Experts

A panel of experts (25) was selected to validate the guidelines. The panel was divided into five groups, each comprised of five practicing university administrators or faculty knowledgeable in one of the five specific program areas: admissions, counseling/academic advisement,

financial aid, instructional/academic program, or institutional commitment.

Panel members were selected from among Florida State University System (SUS) personnel at each of the five four-year universities (University of Florida, University of South Florida, University of Central Florida, Florida Agricultural and Mechanical University, and Florida State University). The Vice President of Student Affairs at each of the five universities was asked to recommend individuals whose expertise in the specific program area, demonstrated through knowledge of disadvantaged students and their needs, were appropriate for membership in the panel of experts.

Collection of the Validation Responses

Each of the 25 panel members was mailed a cover letter, definition of a disadvantaged student, and a questionnaire specific to his area of expertise. The definition was used to ensure similar understanding of the research question. The questionnaires were coded by institution in order to eliminate individual identification and to assure inasmuch as possible the confidentiality of responses. Copies of the cover letter and definition are contained in Appendix B.

A stamped self-addressed envelope was included for return of the completed questionnaires. One hundred

percent return of the completed questionnaires was achieved in the course of the research project.

Analysis of the Validation Responses

Separate analyses were undertaken for each of the two aspects (degree of importance and level of difficulty) of the guidelines for which responses were requested. Frequency distributions were used to tabulate experts' responses as to the degree of importance of each guideline as well as the level of difficulty of implementation. Tabular representations of the frequency distributions provided the necessary information for classifying the responses and ascertaining the level of agreement relative to each of the guidelines. If three of the five experts' responses to any guideline fell at degree number three ("Important") or above, the guideline was assumed validated as important to the comprehensive development of a disadvantaged student program. Response distributions relative to the level of difficulty of implementation were reported. Analysis of the validation responses provided information relative to difficulty of implementation in the practical situation, a necessary element in the further interpretation of the guidelines.

Organization of the Research Report

Chapter II contains a review and synthesis of the literature related to disadvantaged student programs in

higher education. The third chapter includes the guidelines for disadvantaged student programs in summary form. Chapter IV is comprised of an analysis of the validation procedures. The final chapter includes the summary, general observations drawn from the research study, and suggestions for further research.

CHAPTER II

REVIEW OF THE LITERATURE

Introduction

In Chapter I, postsecondary programs for disadvantaged students were described generally as compensatory, remedial, developmental, or by some other euphemistic term chosen to label special students. Theoretically, most educational programs for the disadvantaged learner are based upon what Gordon and Wilkerson (1966) described as the "interactionist" approach. Underlying this behavioral theory is the assumption that "change is possible" (p. 26). All intervention activities in higher education support this philosophy. Roueche and Snow (1977) espoused a "developmental" theory which supports the rationale for remedial/developmental programs: Complex activities which a learner pursues and accomplishes are a result of an "integration of prerequisite skills and innate readiness" (p. 13). Remediation, then, is based on the assumption that previous deficiencies can be eliminated (Losack, 1973).

Fantini and Weinstein (1968) argued that

the very concept of compensatory education . . . implies that there is nothing wrong with the traditional program but that there is something wrong with the learner. . . . To rely on compensatory education to solve the

problem is to create two separate systems--one for the advantaged and one for the disadvantaged. . . . Only by changing the institutional process itself can we improve education for any group. (p. 225)

Grant and Hoeber (1978) concurred when they found one recommendation throughout the literature: "There is a need for a complete overhaul of existing educational structures" (p. 39).

The primary purpose then, of a program for disadvantaged students in higher education, should be to equalize educational opportunity and to bring the full potential of its students to realization (Tinto & Sherman, 1974; Williams, 1978).

To further the espoused institutional goals, colleges and universities developed practices and programs of varying content and emphasis. Roueche and Snow (1977) in a survey study of 167 senior and two-year colleges found that 86% of the colleges in their study were offering some kind of special program. Ninety-five percent of two-year colleges and 77% of senior colleges offered such programs.

In a five-year longitudinal study of special and developmental education programs in Ohio, Williams (1978) found that public institutions showed commitment by their efforts to offer a full range of services for disadvantaged students. Special summer help programs, provision of specially trained faculty, counseling, tutoring, and financial aid were identified.

Recent studies of collegiate programs and practices for disadvantaged students have identified factors and elements which comprise a successful or effective program. Some are specifically concerned with cognitive skills development and see counseling and tutoring as support services, not as essential elements of the total program. Astin et al. (1972) developed a set of guidelines reported in their work Higher Education and the Disadvantaged Student. Their basic contention was that institutional commitment must be the overriding factor in the development of a successful college or university-wide program. Nine factors were identified as specific guideline program areas.

1. Institutional Commitment
2. Recruitment and Admissions
3. Orientation and Diagnosis
4. Curriculum and Development
5. Counseling and Tutoring
6. Financial Assistance
7. Extracurricular Activities
8. Faculty and Other Staff
9. Evaluation and Follow-Up. (pp. 231-248)

Utilizing the responses of the directors of 134 programs for disadvantaged students, Mares (1973) itemized 11 areas of critical concern in the development of disadvantaged student programs. The 11 areas included

1. Student selection criteria
2. Academic program
3. Community involvement
4. Counseling
5. Extracurricular activities
6. Housing
7. Student participation in program planning
8. Financial management and training issues
9. Parental involvement
10. Recruiting
11. University commitment.

The benchmark study which combined the factors identified by both Astin et al. and Mares was performed by Haynes (1978) in a study of the Higher Education Opportunity Program (HEOP) guidelines for private colleges and universities in New York. Haynes critically analyzed the funding proposal guidelines for the HEOP proposals and reviewed the literature pertaining to disadvantaged student programs to develop a set of significant factors crucial for planning, developing, and implementing disadvantaged student programs. Eight categories were established for the development of statements relating to disadvantaged student programs. They included academic program, community involvement, counseling, financial aid, institutional commitment, program evaluation, recruitment, and student selection (p. 32).

While the literature describes and often supports disadvantaged student program designs, problems in implementing design have occurred. Egerton (1968) described eight reasons for not having a high risk program:

1. Lack of funds
2. Enrollment pressures
3. Political worries
4. Conflict with the institutional mission
5. Fear of lowering institutional standards
6. Lack of faculty support
7. Inflexibility of the institution's system
8. Priority commitment to regular students.

Nine years later, Wishart, Morgan, Hiers, and Lunce (1977) described programs for disadvantaged learners as:

1. Underfunded
2. Having unrealistic goals
3. Lacking administrative authority
4. Isolated from the mainstream. (p. 663)

Grant and Hoeber (1978) suggested that disadvantaged student programs encounter problems because they are poorly funded, and because the cause of learner problems and the cure are sought together.

Successful programs, on the other hand, are described as including some of the following factors:

1. Administrative support
2. Student data for screening and evaluation
3. Careful planning and record-keeping

4. Clear objectives (program and instructional)
5. Adequate facilities
6. Flexible and responsive support system
7. Use of motivation and persistence as predictors of achievement
8. An atmosphere conducive to teamwork. (Grant & Hoeber, 1978; Hayden, 1979; McDill, McDill, & Sprehe, 1969; Roueche & Snow, 1977)

The available literature reporting on disadvantaged students is rather limited in respect to higher education. Many works discussing elementary and secondary programs and the characteristics of the children enrolled in them abound. The majority of literature, both experimental research findings and reports of practicing educators, deals with the young disadvantaged child.

Elements essential for planning, implementing, and administering a program for disadvantaged college students follow.

Admissions

The first step in equalizing educational opportunity is providing disadvantaged students access to colleges and universities. Community colleges have been instrumental in providing access through their "open-door" admissions policy--a policy where "little or no attention is paid to high school credentials" (Halstead, 1974, p. 232). In discussing admissions policies Halstead further stated

For less able youths and those whose talent is unidentified, the consequences of any obstacles are serious. . . . Affected most of all are marginal students from disadvantaged backgrounds who face the additional handicap imposed by ethnic and cultural caste status. . . . Full and equal access to higher education is the "right" of every person capable of benefitting from some form of postsecondary education. (pp. 129-130)

Astin et al. (1972) concurred by stating that the college has a responsibility

to improve the performance of the individual and not just to identify those with the greatest potential . . . efforts should be directed toward choosing students who can benefit from the college experience, not toward choosing students who will enhance the prestige of the institution. (pp. 24-25)

The admissions process can ease or hinder access to higher education. Recruitment and student selection are seen as the important elements in the admissions process. Parker, Grady, Jones, Blackburn, Anzalone, and Gillespie (1977) suggested that the admissions office should (a) identify the high-risk students and (b) work with the other areas of the school to help these students. Green, Lezotte, Schweitzer, and Bishkin (1971) suggested a framework for improving minority enrollment by emphasizing intensive recruiting procedures, and funding and staffing outreach programs. While considering efforts to recruit and select students, Parker et al. (1977) recommended that the admissions office also be concerned with retention.

In order to accomplish the goals stated by Parker et al. (1977) and Green et al. (1971) the admissions officer must be closely involved in institutional decision-making

regarding disadvantaged student programs. Parker et al. specifically recommend that the admissions office "participate in the decisions which affect the installation, the implementation, and the approval of any student support services which may be considered by the institution" (p. 678). The two elements--recruitment and selection--are so closely linked that discussion of the two is difficult to separate. However, for the purpose of devising and implementing a disadvantaged student program including admissions procedures and policies, each serves as a separate and specific function.

Recruitment Procedures

Haynes (1978) identified important factors to be considered in recruiting disadvantaged students as follows:

1. Direct efforts only at those candidates who could benefit from the program services.
2. Use community groups and former students as resources for recruitment.
3. Provide opportunities to present the program to the community.
4. Establish supportive services when recruiting the most disadvantaged of the disadvantaged population. (p. 75)

Roueché and Snow (1977) indicated that high-risk student enrollment has increased since 1971. Recruitment methods most popular in senior colleges surveyed in their study were found to be

1. Mailouts
2. Local newspapers
3. Radio advertisements
4. Solicitation of local agencies
5. Television advertisements
6. Home visits. (p. 23)

Halstead (1974) suggested an emphasis on incentive and compensatory programs and "sponsoring plans to meet the needs of the disadvantaged" by encouraging "preadmission preparation, remedial studies, tutoring, and personal attention," and "by modifying admission standards and introducing new criteria to estimate academic potential" (p. 131).

Student Selection

Efforts to modify admissions standards (student selection) have been nearly universal over the last decade (Grant & Hoeber, 1978; p. 5). Gordon (1976) indicated that without some modification of admission standards, many disadvantaged students would be unable to attend college.

Traditionally, admission to an institution of higher education was based on "grades in high school (achievement) and scores on tests of academic aptitude (ability)" (Menges, 1974, p. 30). Halstead (1974) stated that

in view of present curriculum design, scores on the various scholastic aptitude tests, augmented by high school grades, are still the best evidence of an individual's readiness

to succeed in college and cannot be ignored without the serious risk of academic failure. . . . On the other hand, ability is not always matched by performance. (p. 144)

He further suggested that a complete applicant profile be used in evaluating the student. The profile would include "test scores, school record, family background, academic progress, special skills and aptitudes, scholastic strengths and weaknesses, and any number of other observations deemed relevant" (p. 144). Such a profile would decrease the chance of denying admission to students because of narrow testing or standards. Halstead's statements have been echoed by others (Gordon, 1975; Mares, 1973; Williams, 1969a; Grant & Hoeber, 1978). Four selection factors were found by Haynes (1978) to be important.

1. Carefully consider the students' previous academic ability as demonstrated by high school and/or other educational records.
2. Consider the student's expressed plan for his education in light of the reality of the situation.
3. Expect the student to accept the responsibility for his success and/or failures.
4. Require the student to demonstrate a mature attitude toward college. (p. 78)

Williams (1969a) was in favor of the use of subjective evaluations and waiving traditional test score requirements. Mares (1973) found three important criteria for student selection in his survey of disadvantaged student programs: (a) "motivation," (b) "evidence of ability to handle academic work," and (c) "subjective evaluations from either personal interviews or recommendations from

people who know the student well" (p. 58). Support for additional or alternative criteria for student selection has been espoused by Oliver (1979) and Tilley (1978).

The admission process at any selective institution entails adherence to specific policies and procedures. In public institutions such policies and procedures are often legislated. To ensure equal educational opportunity for disadvantaged students some modification of entrance criteria is often required. In addition to modifying admissions criteria, institutions must make a commitment to recruit the disadvantaged learner, through policies and procedures. The admissions officer should be involved in the disadvantaged student program and should make an effort to support the program by facilitating the disadvantaged students' application process.

Counseling/Academic Advisement

Two distinct yet intricately interrelated areas of support programs for disadvantaged college students are counseling and academic advisement. Faculty members are traditionally responsible for academic advisement in higher education, while professional counselors are generally responsible for personal, vocational, and academic counseling and guidance. Professional counselors are trained as human relations specialists. Combs, Avila, and Purkey (1978) described them as members of the "helping professions

. . . concerned with service to people . . . helping people achieve more effective relationships between themselves and others" (pp. 4-5).

Counseling Procedures

A general definition of counseling was developed by Arbuckle (1965).

Counseling is not helping the client either to adjust to society or to fight it. It is helping him to come to see who he really is, and what he has and what he does not have; what he can do easily, what he can do with difficulty, and what he probably cannot do at all. (p. 44)

Amos and Grambs (1968) further developed a definition of guidance and counseling as it relates to the disadvantaged.

The type of guidance needed by disadvantaged youth is different from and more intensive than the approach that can be used with those who have had more of the everyday advantages and opportunities. While many of the methods and techniques of . . . guidance apply equally in dealing with any youth, successful service to the culturally deprived calls for certain specific knowledge and adaptation of method to meet the special needs of this group. (p. 13)

Counseling for disadvantaged students is a complex service designed to meet specific personal, academic, and motivational needs. Rose and Nyre (1978) in a study of services for disadvantaged students found that "counseling ranged from assistance in completing applications and registration forms to academic advisement and personal counseling" (p. 149). As Amos and Grambs (1968) asserted, special training and a special understanding are necessary for

those who intend to counsel the disadvantaged college student. In fact, disadvantaged students often do not find counseling services to be beneficial for them (Moore, 1976a). Moore further clarified his position by explaining the tendency of counselors to delve into personal problems and "one-to-one therapy" rather than "supplying information, identifying resources, and finding support" (p. 20). Miles (1980) found in reviewing the literature regarding Black and minority student perceptions of college counselors that counselors are seen as being middle-class, with typical middle-class perceptions of minority problems, lacking an understanding of the disadvantaged student. Mares (1973) emphasized the necessity for hiring ethnic minorities as counselors. Using the example of the University of California-Davis, he pointed out the positive attributes of special training, special background, and exposure to working with ethnic minorities. According to Moore (1970) the pivotal staff member in a program for disadvantaged students is the counselor.

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Roueche (1978) asserted that counselors of disadvantaged students should be staff volunteers, thus indicating their interest in facilitating the disadvantaged learner's progress. Grant and Hoeber (1978) contended from their research of the literature that "the ideal counselor in a basic skills program is the instructor who is also a trained counselor" (p. 28). Cross (1976) and Roueche and Snow (1977) agreed with Grant and Hoeber. In fact, Roueche

and Snow, in a survey of two- and four-year institutions, found that "50% of the community colleges and in 31% of the senior colleges counselors are assigned to work with developmental courses. . . . The attachment of counselors to developmental courses was significantly associated with a high degree of successful performance by nontraditional students" (p. 37). Specially trained counselors, in actuality, are of the greatest benefit to the basic skills student (Roueche & Snow, 1978).

Group guidance and counseling are two methods Freedman and Myers (1969) suggested to promote student interaction and to disseminate essential information.

Different counseling structures have been suggested (Astin et al., 1972; Cross, 1976). Montes and Ortega (1976) urged an organizational structure which calls for a counselor coordinator, a "head peer counselor" and additional peer counselors (p. 3). Peer counselors were described as paraprofessionals who assist professionals in delivering services to students unfamiliar with support services are also the province of peer counselors. Peer counselors can provide emotional, academic, and social support through one-to-one relationships. Help is given by assisting with coursework and study skills, establishing friendships, increasing a sense of belonging, and facilitating the disadvantaged student's progress through the program (p. 9). Observing that "for the basic skills

student there is no authority stronger than shared experience" (p. 29), Grant and Hoeber (1978) concurred with the findings of Montes and Ortega. Counseling disadvantaged college students has been described as a complex process with many variables acting upon the student. Haynes (1978) identified four general factors relating to professional counseling which are necessary in programs for the disadvantaged.

1. Employ counselors able to assist students exhibiting a wide range of both academic and personal problems.
2. Articulate the aims, goals, and objectives of the counseling program so that students know what to expect.
3. Have counselors able to recognize severe problems so as to refer troubled students to agencies for professional help.
4. Hold regular meetings of the counseling staff to obtain feedback. (p. 60)

Academic Advisement

Academic advisement for high-risk students, as described by Moore (1976a), is exhaustive.

Providing routine information about pre-requisites, course and program sequences, scheduling, degree requirements, and so on is not enough. . . . These students expect academic advisers to acquaint them with information which describes the course's difficulty. . . . They want to be advised about such things as the attrition rate of certain courses and which instructor is "easy" and which one is difficult . . . to make explicitly clear what is expected of them, what the consequences are for failure to follow certain institutional . . . directions. (pp. 36-37)

Moore also observed that academic advisers should be assigned to high-risk students and should work with counselors in following the student's progress. Decker, Jody, and Brings (1976) discovered from experience with the City University of New York (CUNY) open admissions program that a "systematic" form of advisement was an absolute necessity and, the advisement should be continuous, not a service concluded at the end of each term. Webb (1976) described the functions of counseling and academic advisement liberally as "Catch-Up and Catch-On." Helping students make up academic deficiencies "was seen as 'Catch-Up,'" and "teaching students how the academic world operates" was seen as "Catch-On" (p. 51).

Etzioni (1969) suggested that academic advisement is "for the student to find his way in the academic maze" and counseling is, "to help overcome the anxiety and tensions which participation in the program . . . generates" (Sec. 3, p. 37).

While counselors and academic advisers are assisting disadvantaged students through the maze of college life, Freedman and Myers (1969) insisted that students "meet academic standards and realize that grades and recognition must be earned" (p. 95).

Often, disadvantaged students are either unaware of or are wary of special services and institutional resources which are available to assist them. Moore (1976a) detailed

some of the reasons disadvantaged students reject assistance from faculty members. Four of these are

- ✓ 1. Students might reveal personal weakness in an academic area.
- ✓ 2. Students are unsure of questions to ask about the subject matter.
- ✓ 3. Students avoid conferences with instructors who emphasize their weaknesses.
- ✓ 4. Students respond to peer pressure and don't want to be seen as "brown nosing."
(p. 38)

On-going student assessment is a necessary function of counseling and academic advisement in disadvantaged student programs. Such assessment is necessary for proper academic advisement (Mares, 1973; Roueche, 1978). Williams (1969b) recommended an initial assessment of the student in an effort to make the student aware of deficiencies, and, provide realistic goals about which he could be optimistic. Roueche (1978) cautioned program staff not to enroll a student in any course "unless a determination has been made that the student possesses the prerequisites to succeed in that particular course" (p. 30).

The counseling and academic advisement functions in disadvantaged student programs have been described as necessary for providing a complete program of support services. The use of trained counselors, instructors as counselors, and peer counselors have all been shown as positive elements of the counseling function. Academic advisement has been seen as assistance to students in

deciphering the complicated puzzle of academic programs and policies, while counseling has been seen as personal and psychological. Both types of aid to students have been seen as integral parts of the disadvantaged student program.

Financial Aid

A basic fundamental explanation of available financial aid is necessary for an understanding of the impact on students in higher education. The forms, their histories, advantages and disadvantages, relationship to future debts, packaging, and need analysis are discussed in the following sections.

Student financial aid is an integral part of American higher education manifesting itself in several different forms: federal, state, and private. The most common aid forms are grants, loans, and work-study opportunities which are used "to defray the tuition and non-tuition (living) costs of students attending colleges and universities" (Rice, 1979, p. 467). Astin (1975) identified the six most common possible uses of financial aid programs:

1. Providing access to higher education for students
2. Assuring that students complete their studies
3. Providing an incentive for students to perform well academically
4. Rewarding merit

5. Influencing choice

6. Redistributing wealth. (pp. 47-48)

For disadvantaged students each of the uses could be applied.

Student financial aid has historical roots based on individual bequests and scholarships for student assistance as far back as 1643 at Harvard (Godzicki, 1975; Moon, 1975). The most recent impact, however, has been of a governmental nature, particularly the federal government, both institutionally and individually directed. During the past two decades financial aid for higher education has increased steadily. Aid to individuals has been, according to Finn (1978), the largest, and fastest growing expenditure. Basically, the Congress and presidents since the early 1960's "have pursued a 'student aid strategy,' giving priority to programs that help needy people go to college" (p. 12). Two viewpoints regarding student financial aid have been prevalent during the past decade. Roose (1970) described them as support to institutions and support to individuals. Those who support efficiency, equity, and equal educational opportunity "for students from lower economic and social backgrounds" (p. 357) are concerned with aid to individuals. Emphasis on social gains through education and low tuition for educational opportunity are the beliefs of those who support institutional aid.

Finn (1978) described student aid programs in three categories.

1. Direct Payment Programs include Basic Educational Opportunity Grants (BEOG), Social Security, and the GI Bill.

For purposes of this study, explanations of the direct payment programs were limited to the BEOG program as it requires need analysis and a student application process, and was designed as an "entitlement" program in the Education Amendments of 1972 (Carnegie Council on Policy Studies in Higher Education, 1979, p. 71). The BEOG program has been described as a direct payment program. The institution receives the funds and subtracts those funds from the student's bill although the institution has no say in who receives funding or how much they receive (Finn, 1978, p. 74). The element of control is the definitive feature. Although the student is exposed to need analysis, the institution is not involved in determining need. The maximum amount, according to the 1980 Congressional Act, which a student may be awarded under BEOG funding is \$1900.00 in fiscal 1981, \$2100.00 in 1982, and so on to 1985 when the maximum award will be \$2600.00. The grant is limited to half the student's cost of attendance in 1981, but rises by 5% each year to 70% in 1985 (Higher Education Daily Supplement, 1980). Although the grant may be awarded at the maximum, Finn revealed,

The maximum stipend affords a student roughly one-half the resources he needs to attend an average-tuition public institution (in his own state), but the same amount supplies less than one-third of the funds required to attend a comparable private institution. (Finn, 1978, p. 69)

Even so, the BEOG program is seen as "the foundation of the student need-based financial aid system" (Hyde, 1979, p. 83).

The Middle Income Student's Assistance Act (MISAA) was enacted by Congress in 1978. The intent of the bill was to reduce the

rates of parental contribution . . . so that they would be substantially lower for most families with incomes over \$8,000. The contribution rate is reduced to a flat 10.5 percent, compared with the former rates of 20 percent of the first \$5,000 of income after exemptions and deductions and 30 percent of the excess over \$5,000. (Carnegie Council, 1979, p. 85)

Hyde (1979) identified two key provisions of the MISAA: expansion of student eligibility for a Basic Grant, and removal of an income limitation for eligibility for a Guaranteed Student Loan. There is some concern among financial aid administrators and others that with the inclusion of MISAA, "independent students" will proliferate, qualifying for a maximum Basic Grant. The

"family size offset" for an independent student without dependents was raised from \$1,100 to \$3,400. This means that \$3,400 of such a student's income would be disregarded in determining eligibility for a Basic Grant. (Carnegie Council, 1979, p. 30)

Campus-Based Programs comprise the second category described by Finn.

2. Campus-Based Programs include Supplemental Educational Opportunity Grants (SEOG), College Work Study (CWS), and National Direct Student Loans (NDSL).

The SEOG program is an outgrowth of the 1965 Educational Amendments and provided up to "\$1500.00 per year for 'exceptionally needy' undergraduates, with both need and grant size calculated by the college" (Finn, 1978, p. 76). Public Law 96-374, enacted in October, 1980, raised the SEOG maximum to \$2000.00 (Higher Education Daily Supplement, 1980). The SEOG funds are distributed first to the states based on enrollment figures and then to colleges and universities based on applications the institutions submit.

The CWS funded programs are an essential element of the Economic Opportunity Act of 1964, and were meant as an anti-poverty measure. The federal government provides "80 percent of the funds used to pay wages of needy students employed by the college or in nonprofit activities off campus" (Finn, 1978, p. 76). Payment of the remaining 20% is the responsibility of the college or university.

The NDSL programs are an outgrowth of the National Defense Education Act of 1958. The government supplies colleges and universities with capital which they are allowed to lend. The interest rate is exceptionally low on these loans--4%. Recovery of the loan from the borrowers begins at graduation. The federal share of funding is 90% and institutional support is 10%.

3. Other Student Aid Programs include Guaranteed Student Loans (GSL) and State Student Incentive Grants (SSIG).

Guaranteed Student Loans are government insured but must be borrowed from private lenders. The burden of finding a private lender falls on the student. State Student Incentive Grants were federally legislated in 1972. Federal matching funds are provided for state scholarship programs. Funds are based on state enrollments by formula. The grants limited to \$1500.00 are need-based, and the state decides to whom it may provide funds and may deny funds to students attending college out-of-state if it so desires (Carnegie Council, 1979; Finn, 1978). Public Law 96-374 raised the limit to \$2000.00 (Higher Education Daily Supplement, 1980).

Three categories of financial aid to students have been described. Other forms of aid both private and state-funded are available for students. However, aid to disadvantaged students is most often associated with the forms described above.

Need Analysis

Previous mention has been made regarding need analysis as it relates to securing a grant or loan. The determination

of need is an essential element in providing assistance to any student. Need is defined in the student financial aid profession as the amount remaining to be paid after the parent's contribution has been subtracted from the student's total expenses (Carnegie Council, 1979; Finn, 1978; Henry, 1975). Although the definition or concept of need may be easily understood, application of the concept continues to be difficult. Henry (1975) identified five methods of calculating need currently in use; methods which when applied to the same student would provide different results. Two of these methods, the College Scholarship Service (CSS) and the American College Testing Program's (ACT) Need Analysis Service, are standardized and, according to Henry, apply the most recent and extensive data in considering financial need. A third need analysis method is institutionally derived but applied consistently to all students. The final two methods are linked to income, The Alternate Income Method and the Federal Income Tax Method (pp. 197-198). In discussing the determination of need at the institutional level, Henry developed four guidelines for a financial aid office to follow.

1. Data collection should be accurate.
2. A theoretical framework, sound rationale and an economic and philosophical base should form the underlying structure of the analysis program.
3. Provisions should be made for unusual circumstances.

4. Analysis should be timely. (pp. 199-201)

The preceding overview of available and most often utilized student financial aid programs, and the discussion of need and need analysis provide a framework for discussion of the impact of student financial aid on students and institutions and the best methods of disbursement of these funds to disadvantaged students.

Student Financial Aid Impact

The most critical factor in extending higher education to the disadvantaged is financial aid (Gordon, 1975). Cartter (1971) stated the same concern.

Low-income-group students are most commonly from families where foregone income would be severely missed; where community environment is less conducive to college attendance; and where unanticipated expenses such as legal aid, illness or death, evictions, and credit foreclosures can have a devastating effect on the student who shares in family responsibility. All such conditions are effective restraints on college attendance. In addition, many hidden costs for the student, if he is to be able to afford even a reasonably minimal life style within his peer group, are commonly excluded from the student costs budgeted by the college. At the margin, financial aid decisions have a greater impact on initiation and continuation of college work by young people from low-income families than for the more affluent. (p. 48)

Roose (1970) argued that aid to students "leads to a more effective use of resources and consequently, enhances the national welfare; it can enlarge educational opportunity

for low-income and disadvantaged groups" (p. 367). A contrasting view of the benefit of financial aid to students was posed by Fuller (1976). He contended that for low-income students who are not motivated to attend college or who are unaware of collegiate opportunities, college is an unrealistic choice, and, that regardless of how much financial aid is available, without additional support services, low-income students will drop out of college.

The Carnegie Council on Policy Studies in Higher Education (1979) suggested a self-help component to be added to the award of a BEOG grant. Their argument lies in the tradition of self-reliance in America and the "important aspect of developing in students a sense of responsibility for their own advancement and of encouraging a more acutely sensed necessity for prudent use of time and money" (p. 6). The Council further stated that work experience during a term (up to 20 hours per week) was positively correlated with persistence, built social ties to campus and community, provided an employment record, and a source of recommendations (p. 7). Astin (1975) supported College-Work-Study programs for the same reasons while adding the dimension of increasing the student's chances of completing college, citing his study which indicated persistence among Blacks and women is enhanced. Further analysis of results from his study of persistence among college students indicated that any form of aid was more beneficial if not combined with another form.

"Work-Study programs . . . tend to lose their beneficial impact when combined with grants or loans. This loss of impact is especially marked among low-income students" (Astin, 1975, p. 71). While work-study funds were shown to maximize persistence in the Astin study, grants were second in effect, and loans last. Corwin and Kent (1978) stated that direct aid has "a much greater effect on the probability of attendance among low-income than among high-income individuals" (p. 29).

The literature confirms that financial aid to individual students (if measured by persistence) has the greatest impact for success in higher education (Astin, 1975). Work-study opportunities and direct aid in the form of grants appear to provide the greatest benefit to low-income students. A self-help component of the BEOG program has been suggested as beneficial to students seeking aid. Single forms of aid appear to be of more benefit than combined packages of aid, although institutional aid officers attempt to aid students in as many forms as possible to meet their needs.

Organizational Factors Affecting Student Financial Aid

Disadvantaged students most in need of financial aid are often ill-prepared to cope with the bureaucratic structure of a college or university. Cartter (1971) described their dilemma.

Many students experience only the impersonal side of large and overburdened financial aid offices, . . . and because of unintended oversight, administrative rigidities, or the students' own pride or timidity, they often are not equitably handled even when the will to do so exists. (p. 48)

Adams (1975) identified several functions of the student financial aid office which influence its efficient operation and success as a student service. The counseling, teaching, and administrative functions are basic to the financial aid operation. The financial aid counselor "must be aware of the various types of programs for which students are eligible and the funds which are available" (p. 221). Adams further stated that an effective student financial aid counselor must have operational freedom and should be individually resourceful. Bowman (1975) described the effective financial aid counselor.

Counseling the student is the most critical and sensitive function that takes place in a financial aid office. Financial aid personnel who aspire to perform this function should be well-prepared for it--as to personality, academic training, as to information that will be needed, and even as to mood and outlook on life. . . . Experience will inevitably strengthen the person who finds that he fits this role and likes the work. An effective financial aid counselor (or advisor) should be an approachable and friendly person with a genuine interest in helping people to solve the problems of financing an education. To be really adequate, he or she must be especially flexible and sensitive to the needs of those who seek advice on finances. (p. 276)

Teaching, as a function of the financial aid office, was seen by Adams as a valuable opportunity. He identified

teaching possibilities in the areas of work experience and loan programs, where students are making decisions which will affect their lives. They are incurring indebtedness while investing in their future. The administrative function as Adams described it envelops all other functions of the financial aid office. Responsibility for an effective and efficient student financial aid operation is the job of the chief administrator. The administrator should be capable of interacting with students, parents, other college officers and faculty, and U.S. Office of Education personnel (Adams, 1975, pp. 226-228).

Haynes (1978) identified nine institutional and organizational factors which affect student financial aid for disadvantaged students. Three were considered most important in facilitating disadvantaged students.

1. Effective financial aid policies that consider the student's total needs and resources
2. Establish financial aid policies that are flexible enough to adjust to students' changing situation.
3. Design a special financial aid counseling program. (p. 65)

Student financial aid, an absolute necessity for the large majority of disadvantaged students, has a history of providing access and an assurance of equal educational opportunity for students seeking a college or university education. The responsibility for providing assistance to those seeking aid lies with the institution's office of financial aid and its staff.

Instructional/Academic Program

It has been agreed among researchers studying disadvantaged college students, that certain academic deficiencies are present upon enrollment. Attempts to alleviate these deficiencies should be designed and implemented based on current and pertinent student data. Academic deficiencies are as varied as the number of students admitted. Cross (1976) identified five perceived causes of low academic proficiency from a study of pertinent literature. She included (a) "poor study habits," (b) "inadequate mastery of basic academic skills," (c) "psychological-motivational blocks to learning," (d) "low academic ability or low IQ," and (e) "sociocultural factors relating to deprive family and school background" (p. 27). Although each has historical roots, the combination of all five has resulted in current collegiate practices and programs of academic intervention. Although the academic program is often one of several institutional efforts to alleviate disadvantaged students' deficiencies, historical and descriptive research findings indicate a trend toward meeting both the cognitive and affective needs Cross has outlined. Halstead (1974) espoused a philosophy for facilitating disadvantaged college students' academic development.

Higher education compensatory programs should seek to influence motivation, values, learning opportunities, and other environmentally conditioned habits, and thereby improve the

academic "performance" of "able" youths who, mainly because of social, economic, and educational deprivation and discrimination, have not been able to fully develop their abilities. Critical to success is the need to match compensatory efforts and student selection with the academic program. Students must be brought to a point where they can successfully compete. Institutions which offer an inclusive, diverse, and pertinent curriculum designed to accommodate a heterogeneous student population may be successful in compensating for the wide range of student abilities. (p. 141)

His statements reflected positions of others including Cross (1976), Decker, Jody, and Brings (1976), Hechinger (1979), and Roueche and Snow (1977).

Instructional Staff

The basic combination present in the instructional/academic program is the instructor and the students. Program planners should not underestimate the importance of the instructor as the responsible individual to facilitate student learning.

Hechinger (1979) described teachers' attitudes toward disadvantaged college students as varied, "from the old-line contempt for doing the grade schools' work in college to pride in the opportunity to unlock the capacity of intelligent students handicapped by their academic deficiencies" (p. 30). The latter attitude was seen by Roueche and Snow (1977) as the key element in successful instructional programs for the disadvantaged. The teacher is the "key" to success.

Decisions made by this key individual are critical to the development of the learning situation. Roueche and Snow identified three crucial decisions teachers of high-risk students must make.

1. Course content. Should interest the learner and be of practical use.
2. ~~Method of teaching.~~ Instructional objectives should be known to the student. Teaching method should incorporate small sections of information to be mastered quickly.
3. Learning environment. Teachers should create a supportive situation for learning. (1977, pp. 114-121)

These decisive sectors of responsibility for teaching are encompassed in all phases of planning for instruction, and support Roueche and Snow's contention that the "instructor is the key." Others (Cross, 1976; Hechinger, 1979; Losack, 1973) shared their belief.

Since the instructor is the key individual facilitating the learning process, special training in working with disadvantaged students is necessary, whether the instructor is a volunteer staff member, has been selected, or assigned. The literature abounds with support for trained instructors and staff (Cross, 1976; Decker, Jody, & Brings, 1976; Fantini & Weinstein, 1968; Losack, 1973; Roueche & Snow, 1977; Schiavone, 1973; Tinto & Sherman, 1974).

In their study of two- and four-year institutions, Roueche and Snow (1977) found that "colleges that have the greatest success with high-risk students provide their instructors with support and select them for their human

skills" (p. 35). Faculty members who volunteer to instruct have been seen as particularly beneficial to many programs for disadvantaged students (Cross, 1976; Hayden, 1979; Roueche & Snow, 1977). Roueche and Snow also found that staff in successful programs (a) have chosen their assignment, (b) have been specially trained, and (c) have received counseling training. Since a good portion of a college student's time is spent in the classroom or preparing (studying) different course requirements, the quality of time spent with the instructor is important. The institution has a responsibility for acquiring interested and motivated instructors to work with the disadvantaged. Staff development and training opportunities are essential elements of a good instructional/academic program.

Program Elements

Tutoring, curriculum design including extended time frames for completing course or program requirements, learning laboratories and study skills centers are examples of instructional program elements to alleviate deficiencies in academic ability.

Tutoring. Experience with tutoring at CUNY prompted Decker, Jody, and Brings (1976) to formulate the following definition of tutoring.

Tutoring . . . does not attempt to teach basic skills, but rather, acts as a course guide and attempts to plug gaps in the student's way of approaching scholarly material. (p. 131)

They further developed the definition by explaining some of the procedures or techniques tutors use to assist students. Many students have never been exposed to many of the shortcuts and tricks Decker et al. (1976) identified. Study aids such as "drills, testing, reading notes, group work, discussions" are used (p. 132). Roueche and Snow (1977) found that both two- and four-year colleges "recruit, select, train, and evaluate tutors" (p. 31). Evidence from programs they studied linked training of tutors to successful programs, especially when tutors were trained in self-concept techniques. Grant and Hoeber (1978) found tutoring to include classroom instructors and peers, in both cases having undergone training. Haynes (1978) suggested two factors related to tutoring which were important elements of disadvantaged college student program planning.

1. Design a tutorial program that is prepared to offer group, individual and crisis intervention services.
2. Employ a variety of tutorial personnel, e.g., peer, graduate students, faculty, to meet a variety of student needs. (p. 52)

These two factors were judged by a panel of experts as "of great importance" in offering programs for disadvantaged students.

✓ Curriculum design. Researchers almost universally agree that single, isolated remedial courses are the least beneficial in overcoming disadvantaged students' academic deficiencies. Tinker (1969) found that "remedial courses . . . which simply repeat high school material, appear to

be of little value" (p. 91). Others have made similar judgements (Decker et al., 1976; Grant & Hoeber, 1978). Fantini and Weinstein (1968) suggested curriculum revision to reflect more of the students' concerns. Grant and Hoeber's review of pertinent literature revealed strong support for Fantini and Weinstein's contention (p. 39). Tinker (1969) also suggested three questions to be asked by faculty and staff when developing curriculum for disadvantaged students.

1. Which skills are required?
2. What level of these skills is sufficient?
3. How can this level be ascertained?
(p. 88)

Schiavone (1973) outlined five methods to be used in developing and implementing instruction.

Initial diagnosis of skills deficiencies;
programmed curriculum materials; continuous reinforcement, review, and evaluation;
self-pacing materials utilized with teacher guidance; and self-evaluation with the assistance of the instructor. (p. 495)

His rationale for these methods was to initiate "integrated remediation," a system which allows students to enroll in regular college courses while undergoing remedial instruction in deficient academic areas (p. 494). He further described his approach as diagnostic, prescriptive, and instructional with methods incorporating individualization to meet remedial needs.

A contrasting view of remedial instruction was posed by Decker et al. (1976) based on their experiences at CUNY

and its open-door admissions policy. The original program design adopted at Hunter College was "compensatory" in nature, allowing students to enroll in regular courses and receive help from course instructors and departmental support services.. They found this system to be unfair because,

it forces them to flounder on their own to make up for inadequacies they often do not know they have. . . . it seems to tell students that they are able to function satisfactorily, when indeed they are not. It places them in courses for which they are not prepared and offers little or no help for their dilemma. (p. 104)

In short, they found that remedial instruction, separate from the mainstream of college courses, was "the only way to go" (p. 105).

Astin et al. (1972) found that many institutions do not require disadvantaged students to enroll in remedial coursework. Only students who are interested in the courses register for them. Cross (1976) reported in her survey that colleges requiring remedial coursework for basic-skills students had decreased from 79% in 1970 to 59% in 1974 (pp. 10-11).

Whatever position an institution takes regarding remedial instruction, the way it is offered and to whom it is offered, the dilemma of whether or not to award credit is one which must be faced. Cross (1976) recommended that degree credit be awarded for remedial coursework. She found that the trend is toward credit citing statistics

which indicated an increase of 21% between 1970 and 1974. Losack (1973) found many community junior colleges "awarding credit for remedial or developmental courses" (p. 40). Astin et al. (1972) cited findings from a study at Southern Illinois University in 1968 which pointed out that students enrolled in remedial classes expend as much effort in these courses as in their regular courses and therefore deserve credit. Williams (1969a) suggested that at the outset for the high-risk student, credit is more important than learning academic skills. Others have indicated that a flexible attitude about grades during the first term in school is beneficial (FIPSE, 1976). Schiavone (1973) suggested a combination of college credit and skills courses. He found that separate developmental courses for which there was no credit earned was a cause of high attrition. Roueche and Snow (1977) found that 78% of community colleges and 50% of senior colleges offered institutional credit for developmental courses. They also found that retention of high-risk students was greater in institutions where credit was awarded for developmental coursework.

While questions continue to be raised about awarding credit for what is described as "less than college level" coursework, educational standards must be maintained. Decker et al. (1976) suggested that faculty members were the key to maintaining educational standards. They believed that through grading and attendance policies faculty members

could fulfill a crucial role in determining standards. Whether in remedial or regular courses, researchers believe students should be expected to fulfill academic responsibilities. Freedman and Myers (1969), as mentioned before, believed that an institution must "insist that the students meet academic standards and realize that grades and recognition must be earned" (p. 95).

Astin et al. (1972) supported extended time frames for completing coursework. Roueche and Snow (1977) encouraged institutions to incorporate a "systems approach," defined as a

means of providing for the diversity of learning rates and styles . . . has been shown to be an effective technique for developing a student's self-confidence, internal control, and content skill. (p. 34)

The "systems approach" is a matter of flexibility. While keeping the achievement goal constant, the time for completing the work and reaching the goal is varied.

An alternate method used to establish and maintain educational standards, academic intervention, was discussed in detail by Boylan (1980). He outlined three phases to be used by developmental educators: (a) orientation, (b) monitoring, and (c) follow-up and intervention. Orientation involves an introduction to the institution, its policies and procedures, and expectations. Boylan suggested that developmental students be apprised of "grading options . . . the criteria used in selecting grading options . . . academic policies. . . . financial aid eligibility,

academic standing, and institutional billing procedures" (p. 10). Findings by FIPSE (1976), and McDavis, Mingo, Stewart, and Hough (1980), support the need for an effective orientation program. Boylan's second phase, monitoring, was defined as "keeping track of how students are registered, checking their academic performance, and recording their progress towards completion of degree requirements" (p. 11). He suggested further that such monitoring activities include the institution's business office, financial aid office, and registrar to ascertain the developmental student's ability to cope with personal business matters. The final phase, follow-up and intervention, was supported philosophically by Boylan. "Academic intervention is designed to promote the development of students' skills in managing personal, academic, and business matters" (p. 11). The purpose of academic intervention is to develop self-sufficiency in developmental students--not to "spoon feed" them. Boylan suggested that although this three-phase process may require additional work for the staff at the outset, a program designed and implemented in this way resulted in a 50% reduction in academic mismanagement by students in at least one developmental program.

Learning Assistance Centers, also known as Basic Skills Centers, Developmental Skills Centers, or Learning Laboratories, as a support service, can make a unique contribution to the institutional program for disadvantaged

students. According to Merren's (1975) definition,

a learning center is an instructional facility designed to supplement or ~~replace classroom~~ teaching. . . . Learning centers provide more individualized instruction than do classrooms, and generally feature a variety of audiovisual media as instructional resources. (p. 15)

Based on a survey submitted to 50 institutions, Merren found ten instructional applications utilized in college and university learning centers.

1. Tutoring
2. Small-group instruction (2-9 students)
3. Large-group workshop instruction (10 or more)
4. Computer-assisted instruction
5. Self-paced instruction
6. Audiovisual instruction
7. Auto-instruction (self-instruction)
8. Individualized instruction
9. Modular instruction
10. Simulation. (p. 15)

The institutional methods utilized can assist students in overcoming learning problems and academic deficiencies. Grant and Hoeber (1978) cited Snow as reporting that survey results he obtained showed 84.1% of institutions had some type of learning assistance centers. Study Skills ✓ Centers, another institutional facility, have been found by Gordon (1975) to show promise in educating disadvantaged college students.

The inclusion of learning assistance centers or study skills centers in institutional programs for disadvantaged students can prove beneficial to both students and faculty working with them. A well planned, well directed, and well-staffed learning center can provide the individualized instructional assistance which disadvantaged students need, outside of the regular coursework and in addition to remedial classes.

Attempts to provide quality instructional/academic programs for disadvantaged students have included the program elements of tutoring and curriculum design, as well as instructional staffing recommendations. These elements should be planned, designed, and implemented to effect positive academic results among disadvantaged students.

Institutional Commitment

Without institutional support and commitment a program for disadvantaged students will probably be unsuccessful. Jones and Osborne (1979) espoused the belief that institutions should assume responsibility for improving the basic skills of marginal students. Developing a "sound and effective program to provide developmental education, including modifications of certain attitudes and values . . . to provide meaningful opportunities for disadvantaged students" (Williams, 1978, p. 71) should be the mission of higher education.

Roueche and Snow (1977) made the strongest argument in favor of institutional commitment in their publication, Overcoming Learning Problems.

Somebody in the organization has "to decide" to effect a model that overcomes the deficiencies of the educational experiences that students bring with them to the college. It cannot be sustained with yearly proposals to the United States Office of Education. It demands institutional priority and dollar commitments. (p. 114)

McDill, McDill, and Sprehe (1969) described unsuccessful compensatory programs as "handicapped by the vagueness with which each of their objectives is specified" (p. 46). In support of this contention, Roueche and Snow (1977) found that a strong philosophical base coupled with a clear purpose, assessment of skills, and distribution of learning objectives was essential for a successful developmental student program. Williams (1978) found in a five-year study of public and private institutions, that public institutions demonstrated commitment to disadvantaged students by providing a full range of services to overcome their deficiencies. Institutional commitment through administrative and organizational support, providing for student support services, and establishing goals and objectives, has been seen as a primary element in offering a disadvantaged student program by many researchers (Astin et al., 1972; Bryson & Bardo, 1979; Grant & Hoeber, 1978; Mares, 1973; Menzel, 1969; Roueche, 1978; Tinker, 1969; Whiting, 1968; Williams, 1969b).

Administration

Administering a program for disadvantaged students is a demanding and complex task. Three elements of administration include organizational placement of the program, staffing and its relation to the institution's organizational structure, and program evaluation.

Where does the institution place a program for disadvantaged students? One research team in favor of the creation of a separate division or department while fully integrating the division/department into the institutional environment found that "the more integrated the program was into the academic system of the college, the more successful the program seemed to be; the more satisfied and successful its students tended to be relative to the regularly admitted student body" (Tinto & Sherman, 1974; p. 57). Concluding recommendations of their study of intervention programs included a provision for functionally integrating the intervention program into "the academic and social mainstream of the institutions with which they are associated" (p. 82). Haynes' (1978) study reflected the argument of a panel of experts who supported ensuring the program an integral position in the institution. Based on research findings, other researchers have agreed with the Haynes and Tinto and Sherman studies supporting a separate division/department of developmental studies which is fully integrated into the college (Astin et al.,

1972; Bryson & Bardo, 1979; FIPSE, 1976; Gordon & Wilkerson, 1966; Hayden, 1979; Losack, 1973; Roueche & Snow, 1977).

Grant and Hoeber (1978) effectively summarized the literature when they said, "a soundly designed and professionally staffed department of basic skills can effectively formulate its policies based on the institution's goals, the student's needs, and the department's own capabilities" (p. 25). One advantage of a separate division/department is that faculty can be selected by choice rather than having faculty imposed upon the disadvantaged student program.

Jones and Osborne (1979) contended that all services should be "coordinated by one administrator" (p. 251). Tinto and Sherman (1974) reported "positive student achievement most pronounced in Special Services programs where there was a 'strong leader' with a secure position within the institutional administrative hierarchy and a voice in admissions and financial aid decisions" (pp. 45-46). Roueche and Snow (1977) suggested institutions employ a single administrator for the program, one who "plans, coordinates, and allocates funds for instruction, counseling and support services" (p. 90). To accomplish the myriad activities required of a disadvantaged student program administrator, the individual should be well trained, should supervise a trained staff, and should be funded in keeping with the goals and objectives of the program. Trent (1970) suggested that the administration make its

financial decisions before a disadvantaged student program is initiated. "Careful financial considerations are necessary in programs of this type" (p. 6). In-service training for program staff is essential, according to Freedman and Myers (1969) and Tinto and Sherman (1974).

The creation of a department or division with a chairman (single administrator) is more difficult than adding remedial courses to the curriculum, but it does provide continuity, direction, and a recognized identity as an integral academic program within the institution.

Evaluation

Measuring the impact of a program for disadvantaged learners has developed as a fundamental component of program design. Gordon (1976) pinpointed the dilemma encountered in evaluating disadvantaged student programs.

With a few exceptions, . . . data are incomplete, weak, and often nonexistent. . . . We find that there are very few good evaluation studies; often we have been too busy delivering services or defending . . . programs from attack to study them. (p. 2)

Cross (1976) and Grant and Hoeber (1978) found the same problems in their studies of programs for disadvantaged students.

Students as well as programs must be assessed. Grant and Hoeber (1978), quoting Bynum, asserted that too often program evaluation is equated with student assessment. Failure is blamed on the student in many cases while the

institution avoids blame and takes no responsibility. It is generally agreed that many programs for disadvantaged learners have been poorly designed and developed (Gordon, 1976).

The difficulty with evaluative procedures is measurement. Tinto and Sherman (1974) blamed the lack of measurement data on the voluntary nature of higher education intervention programs. A lack of pre- and post-test scores, the dropout rate, and limited response from questionnaires and interviews, are examples of the difficulties encountered when evaluating disadvantaged student programs. The value-laden nature of intervention programs creates another difficulty for evaluation. Tinto and Sherman have listed five measurable outcomes which include behavioral, cognitive, psychological, affective, and social aspects of the programs. They hasten to point out, however, that cognitive measurement has been predominant at the expense of "equally, if not more, important consequences of intervention" (p. 25).

Citing Northcutt's Adult Functional Competency: A Summary, Roueche and Snow (1977) suggested an "holistic" approach to evaluating the developmental students, based on four general skills.

1. Communication skills
 2. Computation skills
 3. Problem-solving skills
 4. Inter-personal relations skills.
- (p. 107)

Efforts to utilize multilevel evaluation have been suggested by Roueche and Snow also. Measures which contributed significantly to such an evaluation in senior colleges included (a) follow-up records, (b) attitudinal measures, (c) self-concept measures, and (d) pre-test/post-test measures (pp. 38-39).

In sum, institutions have been urged by researchers to employ design procedures which will assist in the evaluation process. These include

1. Clearly stated aims, goals, and objectives
2. Objectives in terms that can be measured
3. Timely implementation of evaluation recommendations
4. Partial external evaluation
5. Consideration of a variety of variables
6. Measurement of student objectives

(Gordon, 1975; Haynes, 1978; McDill et al., 1969; Roueche & Snow, 1977).

Institutional commitment has been characterized as the fundamental component for a successful disadvantaged student program, both institutionally and individually (Astin et al., 1972; Grant & Hoeber, 1978; Haynes, 1978; Mares, 1973). Institutional commitment encompasses administration, staffing, program funding, evaluation, philosophy, goals and objectives, provisions for support services, and organization.

Chapter Summary

The search of the literature has established the importance of formulating, implementing, and administering institutional policies to facilitate disadvantaged students' progress in higher education. Astin et al. (1972), Haynes (1978), and Mares (1973) have identified key factors which are essential in establishing collegiate programs for the disadvantaged. These include modifications in admissions procedures and policies; providing adequate academic advisement, personal and vocational counseling; providing opportunities for obtaining financial aid and maximizing the students' financial management skills; providing remedial instruction when necessary with trained and dedicated staff; and creating a supportive atmosphere for delivery of program efforts by committing the institution philosophically and administratively to equal educational opportunity for the disadvantaged.

CHAPTER III

INITIAL GUIDELINES AND PILOT TEST

Formulation of the Guidelines

A discussion of current and pertinent literature relating to programs for disadvantaged students in higher education was presented in Chapter II. To fulfill partially the purposes of the research study, guidelines for implementing and administering programs for disadvantaged college students were developed from the literature review.

Generally, programs for disadvantaged students in higher education are designed to assist in alleviating academic, financial, cultural, and social problems which students bring with them to colleges and universities. In fact, compensatory, basic skills, developmental, or remedial programs--as they are often termed--have been described as efforts to intervene on behalf of disadvantaged students and to assist them to overcome the inadequacies previously mentioned. Intervention methods were further identified through the literature as varying among institutions. However, five specific institutional efforts which affect disadvantaged students were identified in Chapter II. Included in the five were admissions, counseling/academic advisement, financial aid, instructional/academic program and

institutional commitment. As noted in Chapter II, the literature reporting on disadvantaged students in higher education is limited when compared to the vast amount of research findings available relating to disadvantaged children and youth. Experimental research findings related to disadvantaged college students are virtually nonexistent. Studies of disadvantaged college students and programs designed to assist them were shown in the literature search to be largely survey in nature. Evaluative and descriptive surveys were particularly prevalent, including summary reports of activities directed toward alleviating educational inequality of opportunity.

The evaluation of successful programs for disadvantaged college students--in longitudinal and evaluative research studies--was more often than not based on (a) successful completion of a certificate program, (b) grade point averages, (c) retention past the first semester, and (d) graduation and the award of a degree from a college or university. Survey studies were generally concerned with program elements, individuals served, institutional personnel involved in teaching and administration, or descriptions of institutional services and the level of importance attached to each.

Guidelines for Admissions Policies and Procedures

In general, most authorities agreed that equal educational opportunity is the cornerstone to offering programs

for disadvantaged students. Admissions policies and procedures applied in the Admissions Office were seen as the embodiment of the first step toward achieving equal educational opportunity. Recruitment and student selection were identified as the two functions of the admissions program for disadvantaged students. Open-door institutions were not found to be involved in the selection function as intimately as institutions which are selective in philosophy. Public institutional policy was described as legislated, often allowing the institution to accept limited percentages of students below the standard admission criteria. When admitting disadvantaged students, modified admission standards were generally shown to be used. The following guidelines on admissions policies and procedures were formulated based on the literature review.

- a. The institution should develop modifications in admission criteria in order to provide equal educational opportunity for disadvantaged students.
- b. The admissions office should participate in every aspect of the institutional decision-making process for disadvantaged students--from recruitment through graduation.
- c. The admissions office should include alternative predictors of academic achievement (e.g., motivation, family background, attitude toward education) in its selection process.
- d. The admissions office should participate in extensive recruiting of disadvantaged students.
- e. The admissions office should take the lead in selecting disadvantaged students who can benefit from the college experience.
- f. The admissions office should divert funds for extensive outreach in recruiting efforts aimed at disadvantaged students.

- g. When recruiting disadvantaged students, the admissions office should incorporate several special measures (e.g., former students, community members, mail outs, advertisements, contacting high school counselors).
- h. The admissions office should attempt to document complete student profiles for disadvantaged students during the recruitment and selection process. The student profile should contain previous academic records, and the student's future educational plans.
- i. When selecting disadvantaged students for admission, the admissions office should use subjective evaluations (e.g., level of motivation, evidence of ability to handle academic work, and personal interviews or recommendations).

Guidelines for Counseling/Academic Advisement Policies and Procedures

The literature search revealed the counseling and academic advisement functions as important elements of a support program for disadvantaged students. Both functions were found to be essential for successful, effective programs designed to enhance student achievement (Mares, 1973; Roueche & Snow, 1977). Haynes (1978) found counseling to be an important factor in planning and implementing programs for disadvantaged students in private colleges and universities offering Higher Education Opportunity Programs (HEOP) in New York. Most authors reporting research findings or prevailing standard opinion supported professionally trained counselors who had specific training in facilitating disadvantaged students' progress. Several different organizational structures designed to provide effective counseling were suggested. Group guidance and counseling, peer counseling, and instructors as counselors were identified as providing needed assistance to disadvantaged students.

Reports describing the academic advisement function in disadvantaged student programs recommended that (a) advisers should have special training for working with disadvantaged students and (b) programs should be well planned and systematic. This opinion was supported by practicing administrators who had experience with an open-door college's attempt to assist disadvantaged students. Providing routine information about course and degree requirements, descriptions of instructors, and attrition rates from certain classes was seen as a function of the academic adviser. The essence of an academic advisement program was described as its ability to assist the student through the "academic maze," according to Etzioni (1969). A combination of professional counseling and trained academic advising policies and procedures for disadvantaged student programs is presented in the following guidelines.

- a. A variety of diagnostic tools (e.g., tests, previous educational records, self-referral, and/or counseling) should be used in academic advisement activities designed for disadvantaged students.
- b. Student assessment should become an on-going activity coupled with directive academic advisement and academic counseling to guarantee students to receive the program of studies suited to their needs and abilities.
- c. Upon admission to the institution, the disadvantaged student should receive intensive academic advisement and counseling: academic advisement to aid the student in interpreting the institution's academic program, and personal counseling to ease the tension and anxiety which accompany disadvantaged students enrolling in higher education.
- d. Peer counselors should be included in the planning and implementation stages of a program of studies for disadvantaged students.
- e. Academic advisers should be specially trained to facilitate the disadvantaged student's progress.

- f. Group counseling and group guidance should be available for disadvantaged students.
- g. Counselors and academic advisers should have special training for working with disadvantaged students, and, be chosen for their special understanding of disadvantaged students and their ability to assist students exhibiting a wide range of academic and personal problems.
- h. Academic advisers and counselors should be volunteers, if possible, as evidence of their interest and commitment to facilitating the progress of disadvantaged students.
- i. Peer counselors, especially those who have experienced their freshman year as entering disadvantaged students, should be chosen to work with their peers.
- j. Regular meetings of counselors working with the disadvantaged students should be held.
- k. Severe problems exhibited by students should be referred for further professional counseling at designated agencies.
- l. Academic advisers of disadvantaged students should provide routine information about course requirements, degree requirements, descriptions of instructors, attrition rates of certain classes, and what will be explicitly required of them.
- m. Disadvantaged students should be assigned to specific academic advisers.

Guidelines for Financial Aid Policies and Procedures

The importance of financial aid to disadvantaged students was clearly stated by Edmund Gordon (1975). "Financial aid is the most important factor in extending higher education to the disadvantaged" (p. 8). The literature search supported his contention and revealed many types of financial aid available for disadvantaged students and the methods by which they are awarded. Astin (1975) found that work-study opportunities had the greatest effect on preventing students from dropping

out of college, with grants and loans of lesser effect. The implication from other findings presented in Chapter II relating to the financial aid office was that a trained staff and flexible policies and procedures were essential to the success of a disadvantaged student program. Financial aid counseling specifically designed for disadvantaged students, including personal financial management skills development, was recommended as a staff function.

Pertinent functions of a financial aid office and the institutional philosophy regarding financial aid policies and procedures for disadvantaged students are embodied in the following guidelines for implementing disadvantaged student programs.

- a. Financial aid counseling, designed specifically for disadvantaged students, should be provided by the institution.
- b. The financial aid staff should emphasize personal financial management skills when counseling disadvantaged students.
- c. Financial aid staff should encourage disadvantaged students to participate in work-study opportunities (up to 20 hours per week) when academically feasible.
- d. Financial aid for the disadvantaged should be need-based.
- e. Financial aid policies should consider the total needs of disadvantaged students.
- f. Financial aid for disadvantaged students should be an individual award rather than institutional.
- g. In developing financial aid policies and services for disadvantaged students, the institution should reflect a flexible attitude.
- h. Need-analysis methods should be designed to afford optimal benefits to disadvantaged students (i.e., data collection should be current and accurate, and, provisions for unusual circumstances should be made).

- i. Disadvantaged students should be encouraged to become responsible for their financial obligations to the institution.
- j. Students should be required to exhibit some element of self-help as evidence of desire and personal maturity when applying for financial aid.
- k. Grants, rather than loans, should be awarded to disadvantaged students.
- l. The financial aid office should provide accurate and timely information to disadvantaged students when they apply for admission to the institution.
- m. Financial aid officers, especially the director, should be trained to communicate with students, parents, and other institutional personnel who deal with disadvantaged students.

Guidelines for Instructional/Academic Program Policies and Procedures

The controversy surrounding remedial coursework in colleges and universities was not settled in the literature search. The demand for academic support services to disadvantaged students was stressed throughout the literature with special emphasis on tutoring, orientation, remedial coursework, nontraditional methods of teaching, and the use of learning centers. Staff training for working with students exhibiting low academic proficiency was also recommended by authorities reporting on outcomes of evaluative and survey research relating to disadvantaged students. Efforts to bring disadvantaged students to a competitive level with regularly admitted students were seen as essential elements of the instructional/academic program.

The following guidelines developed from the literature search are presented as important for maximizing disadvantaged

students' success in the instructional/academic program area.

- a. Instructors of disadvantaged students should be knowledgeable about the many causes of low achievement present in disadvantaged students.
- b. Instructors of disadvantaged students should be aware of cognitive and affective development inadequacies.
- c. Disadvantaged students should be expected to maintain academic standards in line with regular institutional policies.
- d. The instructional/academic program for disadvantaged students should be developed with specific goals and objectives which can be communicated to the students.
- e. Nontraditional methods of instruction should be developed and used by instructors teaching the disadvantaged.
- f. Instructors should be carefully selected, trained, and assigned to work specifically with disadvantaged students.
- g. Volunteer instructors should undergo training for working with disadvantaged students.
- h. Instructors of disadvantaged students should have counseling/human relations training.
- i. Academic credit toward graduation should be awarded to students who satisfactorily complete remedial coursework.
- j. The institution should provide in-service staff development opportunities for instructors of disadvantaged students.
- k. The institution should provide an early orientation program for disadvantaged students to acquaint them with the academic program, the campus, and institutional policies and procedures.
- l. Tutoring should be provided as an instructional support service for disadvantaged students.
- m. Peer tutors should be employed to assist disadvantaged students. They should be trained, organized, and supervised.
- n. The tutorial program should be designed to offer group and individual assistance.
- o. A variety of tutorial personnel (i.e., graduate assistants, faculty, peers) should be employed to meet the varied needs of students.

- p. Remedial courses should be developed to meet student needs in basic academic areas (i.e., reading, writing, and computation).
- q. Disadvantaged students should be assigned to remedial courses through placement testing and observation.
- r. Faculty members should maintain academic standards in remedial coursework for disadvantaged students.
- s. Innovative techniques such as extended time for completion of coursework should be included in programs for disadvantaged students.
- t. The academic progress of disadvantaged students should be monitored and follow-up activities should be instituted.
- u. Learning assistance centers, study skills centers, and/or developmental skills centers should be available to disadvantaged students. The students should also be encouraged by instructors and advisers to utilize these facilities.

Guidelines for Institutional Commitment Policies and Procedures

Although admissions, financial aid, counseling/academic advisement, and the instructional/academic programs were described as essential elements of a program for disadvantaged students, without institutional commitment, none of the other four would function effectively to overcome students' deficiencies. The need for more than superficial commitments made by a college or university's administrative hierarchy to disadvantaged students was seen as very important to the overall success of a program.

In describing studies of successful programs for disadvantaged students, researchers characterized institutional commitment in the forms of administrative support and program

evaluation. Program organization and coordination were found to be administrative concerns. The designation of a separate division or department to develop and administer the program was shown to be a successful organizational structure for providing services to disadvantaged students. A strong leader with institutional support and a secure position was presented as essential for offering successful program services.

Developing goals and objectives based on an evaluative design was also presented as important for successful program development and operation. A universal background of vague data collection and poorly designed evaluation measures in assessing disadvantaged student programs prompted researchers to suggest a rigorous evaluation design for program and student evaluation.

Institutional commitment was expressed by researchers as accepting responsibility for adequately funding, staffing, training, and supporting the myriad institutional efforts to offer effective programs for disadvantaged students. The following guidelines are presented for institutional commitment.

- a. The institution should organize a special department or division to work with disadvantaged students.
- b. A division or department designated to provide services for disadvantaged students should be fully integrated into the institution.
- c. The institution should recognize and advocate the need for full-scale supportive services as an essential ingredient in providing a program for disadvantaged students.
- d. The institution should evidence priority and commitment for disadvantaged student programs through full administrative support from the institution's leaders.

- e. The institution should assess its ability to work with disadvantaged learners, and formulate goals and objectives based on the assessment.
- f. A wide variety of evaluative data should be gathered and a variety of forms for reporting the data should be utilized. The data collection and analysis should be used to evaluate the program and the students enrolled in it.
- g. Regular and systematic evaluation of the disadvantaged student program should be required.
- h. The institution should identify factors which contribute to the students' success and use these as evaluative criteria in the disadvantaged student program.
- i. All services to the disadvantaged should be coordinated by one administrator who has authority and a significant voice in institutional decision-making.

The Pilot Test

Following the formulation of the initial set of guidelines, a questionnaire format was developed. Five University of Florida staff members who had experience in counseling, teaching, administering, or evaluating disadvantaged students were asked to evaluate the guideline questionnaire design. Comments on (a) clarity of the guideline statements, (b) completeness of guideline statements in each area, (c) defects in the instructions for completing the questionnaire, and (d) an estimation of response rates based on the size and clarity of the questionnaire were solicited.

Recommendations for additions or deletions made by the pilot test group were incorporated in the final form of the questionnaire. Listed below are the additions and deletions to the initial set of guidelines. The initial guideline is stated first and the final form stated second for comparison purposes. Changes are underlined.

Guidelines for Admissions Policies and Procedures

The pilot test respondents felt item (g.) should be re-written to show institutional support for recruiting disadvantaged students evidenced by involving university officials.

- g. When recruiting disadvantaged students, the admissions office should incorporate several special measures (e.g., former students, community members, mail outs, advertisements, contacting high school counselors).
- g. When recruiting disadvantaged students, the admissions office should incorporate several special measures (e.g., former students, community members, mail outs, advertisements, contacting high school counselors, teams of university officials).

Item (j.) was added to the final form of the questionnaire based on the recommendation of one member of the pilot test group. Although it might have been included with item (i.) as an index of level of motivation, the researcher concluded grades over time to be an objective measure which should be considered apart from total grade point averages.

- j. When selecting disadvantaged students for admission, the admissions office should also use objective evaluations such as an increasing tendency on the part of the student to make better grades over time (e.g., 9th grade D's, 10th grade C's, 11th grade B's, etc.).

Guidelines for Counseling/Academic Advisement Policies and Procedures

The wording in item (b.) was changed to indicate a more realistic viewpoint.

- b. Student assessment should become an on-going activity coupled with directive academic advisement and academic counseling to guarantee students receive the program of studies suited to their needs and abilities.

The word "guarantee" was felt to be too forceful. Since the

student must also accept responsibility for a program of studies, "enable" seemed more appropriate.

- b. Student assessment should become an on-going activity coupled with directive academic advisement and academic counseling to enable students to receive the program of studies suited to their needs and abilities.

The pilot test respondents felt peer counselors who were not experiencing difficulties or failure in their academic programs should be included in planning and implementation.

- d. Peer counselors should be included in the planning and implementation stages of a program of studies for disadvantaged students.
- d. Peer counselors who have shown academic success should be included in the planning and implementation stages of a program of studies for disadvantaged students.

Pilot test respondents also felt peer counseling should be performed only by students who were academically successful and could present a positive outlook of the academic make.

- i. Peer counselors, especially those who have experienced their freshman year as entering disadvantaged students should be chosen to work with their peers.
- i. Peer counselors, who are academically successful, and especially those who have experienced their freshman year as entering disadvantaged students, should be chosen to work with their peers.

Selection of disadvantaged students, who had completed their freshman year successfully, to be peer counselors, was encouraged by the pilot test respondents.

Guidelines for Financial Aid Policies and Procedures

Pilot test respondents felt the institution should take the lead in assisting the disadvantaged student to accept financial responsibilities and obligations. Guideline (i.)

was rewritten to reflect the changes.

- i. Disadvantaged students should be encouraged to become responsible for their financial obligations to the institution.
- i. The financial aid office should encourage disadvantaged students to become responsible for their financial obligations to the institution by providing orientation sessions on budgeting, payment of fees, repayment of loans, etc.

The wording of guideline (m.) was changed to reflect an institutional responsibility for human relations training of the financial aid office staff.

- m. Financial aid officers, especially the director, should be trained to communicate with students, parents, and other institutional personnel who deal with disadvantaged students.
- m. Financial aid officers, especially the director, should receive training in human relations skills in order to communicate with students, parents, and other institutional personnel who deal with disadvantaged students.

Guidelines for Instructional/Academic Program Policies and Procedures

Item (c.) was judged by pilot test respondents to be incomplete. The addition of a second sentence indicating reinforcement from faculty members was made to complete the item.

- c. Disadvantaged students should be expected to maintain academic standards in line with regular institutional policies.
- c. Disadvantaged students should be expected to maintain academic standards in line with regular institutional policies. Instructors should encourage and facilitate academic excellence with disadvantaged students.

Guidelines for Institutional Commitment Policies and Procedures

Items (j.) and (k.) were added to the final form of the questionnaire based on a pilot test recommendation that

residential housing for disadvantaged students should be a responsibility of the institution.

- j. The institution should house disadvantaged students with regular students.
- k. Staff in residential housing should be aware of disadvantaged students' problems and should offer programs which benefit them academically and socially.

Housing had been eliminated from the original set of specific program areas by the researcher. However, upon pilot test recommendations and further literature review, housing concerns were found to be an important element in providing successful experiences for disadvantaged students.

Mares (1973) stated that "the best of programs can run into problems if 'inadequate preparation' for the student's housing exists" (p. 18). In a survey of 127 colleges and universities, Mares found 47% housed disadvantaged students in residence halls. Included in the survey were two-year and commuter schools which tends to explain the large number of schools not providing residence housing for disadvantaged students.

Institutional housing plans for disadvantaged students were depicted by Williams (1969) as significant to the success of a disadvantaged student program. His contention was based on "familial and sociological conditions in the ghetto" which were "antithetical to academic development" (p. 281). He also stated that high risk students should be housed with regular students. This belief was supported by pilot test responses. Williams further stated that

"separate housing for high risk students would be likely to destroy any real chance of their being assimilated into the mainstream of university life" (p. 282).

As in other program areas, pilot test respondents indicated a need for staff training and development for those individuals in contact with disadvantaged students in residence halls. Corrections, additions, and deletions made to the initial set of guidelines were included in the final questionnaire format. The completed questionnaires can be found in Appendix A.

Summary

Guideline statements were developed for each of the five specific program areas from a review of current pertinent literature. The guidelines, in questionnaire form, were distributed to five individuals on the University of Florida campus who had expertise in or knowledge of programs for disadvantaged college students. The five individuals served as a pilot test group by evaluating (a) the clarity of the guideline statements, and (b) the completeness of the questionnaire.

Recommendations for additions or deletions for each set of guidelines were evaluated by the researcher and incorporated into the final form of the questionnaires when applicable. The final form of the questionnaire can be found in Appendix A.

CHAPTER IV
RESULTS AND ANALYSIS OF
VALIDATION QUESTIONNAIRE RESPONSES

Collection of the Validation Responses

This chapter is divided into four sections. The first section includes a discussion of the collection of the responses to the validation questionnaires. The second section of the chapter includes the results of the questionnaire responses and a discussion of the analysis of the responses. The third section of the chapter is an overview and evaluation of the total results. The chapter concludes with a summary section.

The Questionnaire

Following the procedures outlined in Chapter I, a final form of the questionnaire was developed (see Appendix A). The questionnaire format was designed to elicit responses to (a) the importance of each guideline for maximizing the success of a freshman disadvantaged student, and (b) the difficulty of implementation of the guideline in a university setting. A four point scale was developed for each level.

Degree of Importance

- 1 Of No Importance
- 2 Of Some Importance
- 3 Important
- 4 Very Important

Degree of Difficulty

- 1 Of No Difficulty
- 2 Of Some Difficulty
- 3 Difficult
- 4 Very Difficult

The Panel of Experts

Twenty-five faculty, staff, and administrators from the five Florida state universities which have a freshman level were selected as a panel of experts to validate the guidelines. One panel member was chosen from each of the five program areas upon recommendation of the Vice President of Student Affairs on each of the five campuses. The Vice President was asked to recommend individuals who had knowledge and expertise in one of the five program areas developed from the literature review relating to disadvantaged students: admissions, counseling/academic advisement, financial aid, instructional/academic program, institutional commitment.

Collection of the Validation Responses

A questionnaire specific to program area responsibilities of each panelist was mailed along with a cover letter and definition of a disadvantaged student (see Appendix B). The questionnaires were coded by institution with a letter of the alphabet (A-E) to ensure confidentiality among the respondents. A second mailing and follow up telephone calls were made after the deadline to encourage return of the questionnaires. All questionnaires were subsequently returned.

Response Validation

As mentioned previously, the panel of experts was asked to respond at two levels to each guideline on the questionnaire. Separate analyses of the two levels were performed

for responses in each of the five program areas. Responses to the degree of importance were analyzed first. Validation criteria for the degree of importance were developed prior to collection of the questionnaire responses, previously described in Chapter I. A guideline would be considered validated as important to maximizing the potential for success of a freshman disadvantaged student if three or more panelists rated the guideline as (3) "Important" or (4) "Very Important."

The second analysis was made for degree of difficulty. A response to the degree of difficulty of implementation of each guideline in the university setting was considered necessary for an interpretation of the validation responses. Analyzing the responses to the degree of difficulty involved in implementing the guidelines assisted in identifying those guidelines which were perceived by the panelists as least difficult to implement: (1) "Of No Difficulty" or (2) "Of Some Difficulty."

Each panelist was invited to submit additional guidelines in order to compile as comprehensive a set of guidelines as possible. Panelists submitting additional guidelines were asked to rate them on the same rating scale.

Questionnaire Results, Analysis, and Discussion

Admissions Policies and Procedures

Responses to the admissions policies and procedures questionnaire can be seen in Table 1. Ten guidelines were

Table 1

Results of Panel of Experts Response to Admissions Policies and Procedures Questionnaire

Item	Importance Response				Difficulty Response			
	1	2	3	4	1	2	3	4
a. The institution should develop modifications in admission criteria in order to provide equal educational opportunity for disadvantaged students.			1	4			1	2
b. The admissions office should participate in every aspect of the institutional decision-making process for disadvantaged students--from recruitment through graduation.		1	3	1		2	2	1
c. The admissions office should include alternative predictors of academic achievement (e.g., motivation, family background, attitude toward education) in its selection process.		1	2	2		2	1	2
d. The admissions office should participate in extensive recruiting of disadvantaged students.		2	2	1		1	1	2
e. The admissions office should take the lead in selecting disadvantaged students who can benefit from the college experience.		4	1			3	1	1
f. The admissions office should divert funds for extensives outreach in recruiting efforts aimed at disadvantaged students.		3	2				1	4
g. When recruiting disadvantaged students, the admissions office should incorporate several special measures (e.g., former students, community members, mail outs, advertisements, contacting high school counselors, teams of university officials).			1	4		1	2	2
h. The admissions office should attempt to document complete student profiles for disadvantaged students during the recruitment and selection process. The student profile should contain previous academic records, and the student's future educational plans.		2	3			1	3	1
i. When selecting disadvantaged students for admission, the admissions office should use subjective evaluations (e.g., level of motivation, evidence of ability to handle academic work, and personal interviews or recommendations).		1	1	3		1	2	1
j. When selecting disadvantaged students for admission, the admissions office should also use objective evaluations such as increasing tendency on the part of the student to make better grades over time (e.g., 9th grade D's, 10th grade C's, 11th grade B's, etc.)		1		4			2	3
Total		0	9	18	23		8	11
							12	18

*no difficulty responses reported by University E.

developed for the admissions questionnaire. It can be observed from Table 1 that the panel of experts was very consistent in rating the importance of each item as (3) "Important" or (4) "Very Important," with the exception of item (f.). Since the criterion of three of five panel members rating an item as "Important" or "Very Important" was chosen as sufficient for an item to be considered valid, only one item, (f.) did not qualify. No one item was considered "Very Important" by all panelists. However, items (a.), (g.), and (j.) received four responses each in the "Very Important" category.

Items (a.), (e.), (g.), and (i.) were rated as (1) "Of No Difficulty" or (2) "Of Some Difficulty" by a majority of the panelists responding to the admissions questionnaire. It would appear from ratings that these four guidelines would be least difficult to implement in a university setting. Although item (i.) received no response from University E in the degree of difficulty category, the lack of response did not effect the outcome of the rating. Three of the four panelists responding rated the guideline as least difficult to implement. Items (b.), (c.), (d.), (f.), (h.), and (j.) were rated as (3) "Difficult" or (4) "Very Difficult" to implement in the university setting.

The data displayed in Table 1, provide an indication that the majority of the panel of experts responding to the admissions questionnaire rated nine of the ten specific items presented in the guidelines as (3) "Important" or (4) "Very Important." Panelists' responses validated the nine

guidelines according to the established criterion. Four of the nine validated guideline items were rated as "Of No Difficulty" or "Of Some Difficulty" to implement in the university setting.

Analysis and Discussion

Five guideline statements, (a.), (c.), (e.), (i.), and (j.), pertained to disadvantaged student selection issues. More specifically, the guidelines pertained to modifications in admissions criteria. The five guidelines were validated by the panel of experts responding to the admissions questionnaire. Validation of these guidelines as important to maximizing a freshman disadvantaged student's success supports the findings cited in Chapter II by Gordon (1967), Grant and Hoeber (1978), Halstead (1974), Mares (1973), Williams (1969), and others.

The panelists indicated through the degree of difficulty ratings on the questionnaire that items (c.) and (j.) were "Difficult" or "Very Difficult" to implement in a university setting. Both guideline statements advocated a nontraditional stance for evaluating a student for admission to a university.

Items (d.), (f.), and (g.) pertained to disadvantaged student recruitment policies and procedures. Item (d.) called for extensive recruiting of disadvantaged students by the admissions office. Although validated by the panel as important, the guideline statement was rated by three of the five panelists as "Difficult" or "Very Difficult" to implement in

a university setting. Item (f.) was based on statements by Green et al. (1975) regarding funding outreach programs for student recruitment. This guideline was not validated by the panel of experts. Three of the five panelists' responses were in degree level (2) "Of Some Importance." Panelists' ratings for the degree of difficulty of implementation for item (f.) were (3) "Difficult" or (4) "Very Difficult." Since the guideline appears to be difficult to implement, the difficulty rating may reflect upon the importance of the guideline. The minimizing of the degree of importance could have been a reflection of the difficulty which the panelists saw in implementing the guideline. Item (g.) involved recruiting alternatives and resources. The panel validated the guideline with four responses at degree (4) "Very Important." Three panelists rated the guideline as (1) "Of No Difficulty" or (2) "Of Some Difficulty," while two panelists rated the guideline as (4) "Very Difficult" to implement. Use of some of the specific measures listed in guideline (g.), (i.e, former students, community members, mail outs, advertisements, contacting high school counselors, and teams of university officials) might be more difficult to implement than others, accounting for the marked difference in difficulty ratings.

Item (h.) dealt with both recruitment and selection of disadvantaged students. Although validated by the panel of experts, implementation of the guideline was perceived by four panel members as (3) "Difficult" or (4) "Very Difficult." Maintaining a student profile was a suggestion of Halstead

(1974). In this age of computers, it would appear to be less difficult to maintain a student profile, although the panelists rated the guideline as difficult to implement.

Item (b.) advocated continuous participation in the institutional decision making process for disadvantaged students' collegiate careers by the admissions office. The guideline was validated, but was perceived as entailing some degree of difficulty (2), (3), or (4). This could be due to a perception on the part of panelists that admissions offices are involved exclusively in the admissions process and have no bearing on students once admitted.

Nine of the ten guidelines for Admissions Policies and Procedures taken as a whole, were validated by the panel of experts. The sum of the responses in the (3) "Important" or (4) "Very Important" categories is substantiated in Table 1. The sum total of difficulty responses indicated, however, that the panelists considered the guidelines to be "Difficult" or "Very Difficult" to implement in a university setting.

Counseling/Academic Advisement Policies and Procedures

Fourteen guidelines were developed for the counseling/academic advisement program area. Responses by a majority of the panel were congruent in validating all 14 guidelines as (3) "Important" or (4) "Very Important" on the rating scales as shown in Table 2. Items (b.), (e.), and (j.) received a unanimous rating of (4) "Very Important" from the five panelists. Ratings of all 14 guidelines met the validation criteria established for the study.

Table 2

Results of Panel of Experts Responses to Counseling/Academic Advisement Policies and Procedures Questionnaire

Item	Importance Response				Difficulty Response				
	1	2	3	4	1	2	3	4	
a. A variety of diagnostic tools (e.g., tests, previous educational records, self-referral and/or counseling) should be used in academic advisement activities designed for disadvantaged students.				1	4		2	2	1
b. Student assessment should become an on-going activity coupled with directive academic advisement and academic counseling to enable students to receive the program of studies suited to their needs and abilities.				5			2	1	1
c. Upon admission to the institution, the disadvantaged student should receive intensive academic advisement and counseling. Academic advisement to aid the student in integrating the institution's academic program, and personnel counseling to ease the tension and anxiety which accompany disadvantaged students enrolling in higher education.			1	4			1	2	1
d. Peer counselors who have shown academic success should be included in the planning and implementation stages of a program of studies for disadvantaged students.	2		3				2	2	
e. Academic advisers should be specially trained to facilitate the disadvantaged students' progress.				5			3	3	1
f. Group counseling and group guidance should be available for disadvantaged students.				4	1		1	4	
g. Counselors and academic advisers should have special training for working with disadvantaged students, and, be chosen for their special understanding of disadvantaged students and their ability to assist students exhibiting a wide range of academic and personal problems.				5			1	3	1
h. Academic advisers and counselors should be volunteers, if possible, as evidence of their interest and commitment to facilitating the progress of disadvantaged students.	2	2	1				2	1	2
i. Peer counselors, who are academically successful, and especially those who have experienced their freshman year as entering disadvantaged students, should be chosen to work with their peers.	1	3	1				1	4	
j. Regular meetings of counselors working with the disadvantaged students should be held.				5			2	3	
k. Severe problems exhibited by students should be referred for further professional counseling at designated agencies.	2	3					2	2	1
l. Academic advisers of disadvantaged students should provide routine information about course requirements, degree requirements, descriptions of instructors, attrition rates of certain classes, and what will be explicitly required of them.				1	4			2	3
m. Disadvantaged students should be assigned to specific academic advisers.				2	3		2	3	
n. When ethnic minorities comprise a substantial portion of students enrolled in the disadvantaged student program, the counseling staff should reflect those student characteristics.				2	3		2	1	2
Total	0	5	18	47	20	35	8	4	

* No difficulty response reported for University D.

** No difficulty response reported for University B.

The majority of responses for degree of difficulty ratings fell at (1) "Of No Difficulty" or (2) "Of Some Difficulty," for all guidelines with the exception of item (h.). The absence of degree of difficulty responses at, above, or below degree (3) "Difficult" for items (c.), (d.), and (e.) had no effect on the interpretation.

Table 2 data depict item by item importance ratings which validate each of the 14 guidelines according to the established criterion. Ratings for the degree of difficulty of implementation by the five member panel reveal perceptions of ease of implementation in a university setting for 13 of the 14 guidelines. Cumulative ratings for degree of importance revealed a tendency on the part of panelists to validate the total guidelines according to the established criterion. Ratings for the guidelines in category (1) "Of No Difficulty" or (2) "Of Some Difficulty" to implement were made. No additional guidelines were submitted.

Analysis and Discussion

The questionnaire for Counseling/Academic Advisement Policies and Procedures contained six statements pertaining specifically to counseling issues, five statements pertaining to academic advisement issues, and three statements which encompassed both counseling and academic advisement.

Items (d.), (f.), (i.), (j.), (k.), and (n.) pertained to counseling issues. Each was validated by the panel of experts' ratings. These findings substantiated the

recommendations for counseling disadvantaged students expounded by Astin et al. (1972), Freedman and Myers (1969), Haynes (1978), Mares (1973), and Montes and Ortega (1976) found in Chapter II. Use of methods such as peer counselors, group guidance and counseling, professional counseling for students with severe problems, and involving ethnic minorities as counselors, were all validated by the panel. Each of the six counseling guidelines was perceived by a majority of the panel as demanding only some difficulty for implementation.

Items (a.), (b.), (e.), (l.), and (m.) pertained to academic advisement issues. Each guideline was validated by the panel of experts. The validations supported the following academic advisement policies and procedures:

1. Using diagnostic tools for assessment.
2. Providing on-going assessment and advisement.
3. Providing special training for academic advisers.
4. Providing routine information to disadvantaged students.
5. Assigning academic advisers.

Each of the five academic advisement guidelines was rated by a majority of the panelists as requiring only some or no difficulty to implement. The literature reporting on academic advisement strongly supports the implementation of the policies and procedures identified in items (a.), (b.), (e.), (l.), and (m.), (Moore, 1976; Decker, Jody & Brings, 1976; Mares, 1973; Roueche, 1978).

Etzioni's 1969 recommendations for academic advisement and counseling to aid disadvantaged students are contained

in item (c.). This item was validated by the panel with four panelists rating it as "Very Important." It was not perceived by the panel as difficult. All five panel members agreed with the importance of item (g.) which was based on the recommendations of Amos and Grambs (1968) and Haynes (1978).

Item (h.) suggested the exclusive use of volunteers as counselors and advisers. This item was validated as important for maximizing student success by the ratings of three of the five panelists. However, it was perceived by one panelist as "Difficult" and by two others as "Very Difficult" to implement in a university setting. The panel members may have rated the use of volunteers as difficult to implement since counselors and academic advisers are traditionally assigned duties in university settings.

Panelists responding to the counseling/academic advisement questionnaire unanimously rated the guidelines as important for maximizing a freshman disadvantaged student's success. Only the guideline (h.) was perceived by the panel as difficult to implement in the university setting.

Financial Aid Policies and Procedures

Thirteen guidelines were developed for policies and procedures relating to financial aid. The guidelines are presented in Table 3. Ten of the 13 guidelines were validated by the panel of experts: (a.), (b.), (c.), (e.), (g.), (h.), (i.), (j.), (l.), and m.).

Table 3
Results of Panel of Experts Response to Financial Aid
Policies and Procedures Questionnaire

Item	Importance Response				Difficulty Response			
	1	2	3	4	1	2	3	4
a. Financial aid counseling, designed specifically for disadvantaged students, should be provided by the institution.			3	2			1	2
b. The financial aid staff should emphasize personal financial management skills when counseling disadvantaged students.			1	4			2	1
c. Financial aid staff should encourage disadvantaged students to participate in work-study opportunities (up to 20 hours per week), when academically feasible.		1	2	2		1	3	1
d. Financial aid for the disadvantaged should be need-based.		4	1	1		2	2	1
e. Financial aid policies should consider the total needs of disadvantaged students.			4	1			1	4
f. Financial aid for disadvantaged students should be an individual award rather than institutional.	1	2	1	1		1	2	2
g. In developing financial aid policies and services for disadvantaged students, the institution should reflect a flexible attitude.		1	2	2		1	1	2
h. Need-analysis methods should be designed to afford optimal benefits to disadvantaged students (i.e., data collection should be current and accurate, and, provisions for unusual circumstances should be made).			2	3		1	2	1
i. The financial aid office should encourage disadvantaged students to become responsible for their financial obligations to the institution by providing orientation sessions on budgeting, payment of fees, repayment of loans, etc.			1	4		1	1	2
j. Students should be required to exhibit some amount of self-help as evidence of desire and personal maturity when applying for financial aid.		2	2	1		1	3	1
*k. Grants, rather than loans, should be awarded to disadvantaged students.	1	1	2			1	1	2
*l. The financial aid office should provide accurate and timely information to disadvantaged students when they apply for admission to the institution.			2	2			1	2
*m. Financial aid officers, especially the director, should receive training in human relations skills in order to communicate with students, parents, and other institutional personnel who deal with disadvantaged students.			3	1			3	2
Total	2	11	25	24		8	21	17

* No importance responses reported by University D.

Items (d.), (f.), and (k.) were not validated according to the established criterion. University D did not respond to the importance ratings for items (k.), (l.), and (m.). The set of responses for items (l.) and (m.) fell above the established criterion. The set of responses for item (k.) was spread evenly above and below degree (3). A response from University D would have effected only the validation of item (k.). None of the guidelines received a unanimous rating in any degree category.

Responses relating to the degree of difficulty of implementation for the 13 guidelines revealed five guidelines perceived by the panel as least difficult to implement. Items (d.), (f.), (h.), (j.), and (m.) received majority ratings of (1) or (2). No additional guidelines were submitted by the panel members.

Analysis and Discussion

The thirteen financial aid guidelines pertained to roughly two issues, (a) the professional staffing and financial aid office policies and procedures relating to disadvantaged students, and (b) the award and disbursement of financial aid funds to disadvantaged students. Responses to the two issues are discussed below.

The staffing and financial aid office policies and procedures were embodied in eight guideline statements. Items (a.), (b.), (c.), (i.), (l.), and (m.) pertained to staffing issues. More specifically, these items reflected the teaching or counseling role of financial aid staff members in

relation to disadvantaged students. Each item was validated by the panel of experts. However, the majority of the panelists rated their perceptions for difficulty of implementation at degree levels (3) "Difficult" or (4) "Very Difficult" for five of the six guidelines. With the myriad responsibilities which university financial aid staff members face as described in the literature review, it is not surprising that an emphasis on counseling or teaching as functions of a financial aid staff is rated as difficult to implement. Item (m.) which dealt with the development of human relations skills of staff members, was perceived by three of the panelists as "Of Some Difficulty" and by two panelists as "Very Difficult" to implement. Items (g.) and (h.) pertained to financial aid office policies and procedures. Both were validated by the panel of experts. The need for flexibility on the part of the financial aid office was expressed by Haynes (1978) and is embodied in item (g.). Item (g.) received a majority of responses which categorized it as difficult to implement. Due to specific regulations (i.e., rules and procedures for the award of grants and loans) it is likely the flexibility is not easy to implement, although it is highly desired as seen in the response to item (g.).

Office procedures for need analysis were contained in guideline (h.). Henry's 1975 recommendations formed the foundation for this guideline. The panel validated item (h.) as important with all five responses above the criterion for validation, substantiating Henry's recommendation. The guideline was perceived as one which would be least difficult to implement.

Policies and procedures for the award and disbursement of funds to disadvantaged students were contained in five guideline statements, (d.), (e.), (f.), (j.) and (k.). Items (e.), (f.), and (j.) were validated by the panel of experts. Items (d.) and (e.) pertaining to the total financial needs of students, were based on Cartter's 1971 statement regarding hidden costs, and Gordon's 1975 consideration of financial aid as the most critical factor in extending higher education opportunities to disadvantaged students. Item (d.) was not validated by the panelists. Implementation of such a guideline was not perceived as difficult. Panelists may have assumed that a disadvantaged student's application for financial aid would of necessity be based on need. The panel of experts did validate item (e.), but rated it as difficult to implement in a university setting. Current award and distribution practices and procedures may preclude consideration of the student's total needs, thus affecting the difficulty rating of item (e.).

One recommendation based on Astin's 1975 study of financial aid impact suggested individual rather than institutional awards, and is presented in item (f.). Panelists did not validate item (f.) disagreeing with the contention of Roose (1970). Two panelists rated the guideline as "Very Difficult" to implement. However, three panelists rated the guideline as (1) "Of No Difficulty" or (2) "Of Some Difficulty" to implement.

Item (j.) was based on a recommendation in a report of the Carnegie Council on Policy Studies in Higher Education

(1979), that a self-help component be added to the award of BEOG grants. Recent occurrences in the Reagan administration's budget revision include such a self-help measure (Hood, 1981). Item (j.) was validated by the panel as important and was not perceived by the panel to be difficult to implement.

Item (k.) advocated the award of grants rather than loans to disadvantaged students. Findings cited by Astin (1975) relating to low-income students supported direct aid in the form of grants over loans. Four panelists responded to item (k.). The panelists' ratings were distributed among degrees (1), (2), or (3); two panelists rated item (k.) as "Important." The spread of responses could be attributed to the diversity of opinions regarding the award of grants to disadvantaged students. Since the guideline did not meet the established criterion, it was not validated. Five panelists responded to the degree of difficulty category. Three of the five perceived the guideline as "Difficult" or "Very Difficult" to implement in a university setting.

Two issues were addressed in the Financial Aid Policies and Procedures questionnaire.

1. Staffing and financial aid office policies and procedures relating to disadvantaged students.

2. The award and disbursement of financial aid funds to disadvantaged students.

Thirteen guidelines were developed. Total summed responses to the questionnaire revealed a tendency on the part of the

panelists to rate the importance of 10 of the 13 guidelines as "Important" or "Very Important." However, the 13 items, as a whole, were rated as "Difficult" or "Very Difficult" to implement in a university setting.

Despite the degree of importance placed on each of the guidelines, item by item, eight of the 13 guidelines were perceived by a majority of the panelists to be difficult to implement in a university setting. Panelists may have perceived difficulty for implementation in staffing and award and disbursement of financial aid funds because of outside demands such as processing of financial aid applications or detailed needs analysis procedures. Regulations from outside agencies detailing the award and distribution of funds may be difficult to surmount even though panelists believed the guidelines to be important.

Instructional/Academic Program Policies and Procedures

Responses to the Instructional/Academic Program Policies and Procedures guidelines can be seen in Table 4. Twenty-one guidelines were developed from the literature review and pilot test. Eighteen of the 21 items met the established criterion for validating a guideline. Two items, (k.) and (l.), received ratings of (4) "Very Important" from all five panelists. University A did not respond to items (i.), (p.), (q.), and (r.). University B did not respond to items (q.) and (s.). Therefore, item (q.) lacked two responses which affected the validation.

Table 4

Results of Panel of Experts Responses to Instructional/Academic Program Policies and Procedures Questionnaire

Item	Importance Response				Difficulty Response			
	1	2	3	4	1	2	3	4
a. Instructors of disadvantaged students should be knowledgeable about the many causes of low achievement present in disadvantaged students.				1 4		2	1	2
b. Instructors of disadvantaged students should be aware of cognitive and affective development inadequacies.				1 2 2		1	3	1
c. Disadvantaged students should be expected to maintain academic standards in line with regular institutional policies. Instructors should encourage and facilitate academic excellence with disadvantaged students.		1	2	2		2		2
d. The instructional/academic program for disadvantaged students should be developed with specific goals and objectives which can be communicated to the students.			1	4		1	1	2 1
e. Non-traditional methods of instruction should be developed and used by instructors teaching the disadvantaged.			2	3		1	2	2
f. Instructors should be carefully selected, trained, and assigned to work specifically with disadvantaged students.		1		4		2		3
g. Volunteer instructors should undergo training for working with disadvantaged students.		1		4		1	2	2
h. Instructors of disadvantaged students should have counseling/human relations training.	1	2	1	1		2	2	1
i. Academic credit toward graduation should be awarded to students who satisfactorily complete remedial coursework.	1	2	1			2		2
j. The institution should provide in-service staff development opportunities for instructors of disadvantaged students.		1	3	1		3	1	1
k. The institution should provide an early orientation program for disadvantaged students to acquaint them with the academic program, the campus, and institutional policies and procedures.				5		2	2	1
l. Tutoring should be provided as an instructional support service for disadvantaged students.				5		2		3
m. Peer tutors should be employed to assist disadvantaged students. They should be trained, organized, and supervised.		3	2			2		3

Table 4--Continued.

Item	Importance Response				Difficulty Response			
	1	2	3	4	1	2	3	4
n. The tutorial program should be designed to offer group and individual assistance.								
o. A variety of tutorial personnel (i.e., graduate assistants, faculty, peers) should be employed to meet the varied needs of students.	1	2	2			3	1	1
p. Remedial courses should be developed to meet student needs in basic academic areas (i.e., reading, writing, and computation).		3	1			1	2	1
q. Disadvantaged students should be assigned to remedial courses through placement testing and observation.	1	1	1			2	1	
r. Faculty members should maintain academic standards in remedial coursework for disadvantaged students.		2	2			2	1	1
s. Innovative techniques such as extended time for completion of coursework should be included in programs for disadvantaged students.	1	1	2			1	2	1
t. The academic programs of disadvantaged students should be monitored and follow-up activities should be instituted.		1	4			1	1	2
u. Learning assistance centers, study skills centers, and/or developmental skills centers should be available to disadvantaged students. The students should also be encouraged by instructors and advisors to utilize these facilities.		1	4				1	3
Total	4	10	28	57		17	36	21

* No response reported from University A.

** No response reported from University B.

Exactly half of the 18 validated responses were perceived by the panel of experts as least difficult to implement in a university setting. Each received majority ratings of (1) "Of No Difficulty" and (2) "Of Some Difficulty" from the panel members. University A did not respond to (i.), (p.), (q.), or (r.). University B did not respond to the difficulty rating scale for items (c.), (q.), or (s.). Therefore, the interpretation of items (c.) and (q.) is affected by a lack of response to the degree of difficulty for implementation.

Two panelists submitted additional guidelines. One panelist submitted the following guideline.

1. Class attendance should be mandatory.

The panelist who submitted the guideline above rated the degree of importance as (4) "Very Important," and the degree of difficulty as (2) "Of Some Difficulty." A second panelist submitted the following guidelines.

2. The institution should earmark resources (funds, space and personnel) in addition to the regular instructional budget to provide services to disadvantaged students.
3. Programs for disadvantaged students should have an evaluation component which provides data for the purposes of decision making and accountability.

The two were both rated as (4) "Very Important" to maximizing a freshman disadvantaged student's success, and (4) "Of Some Difficulty" for implementation. Guidelines similar to those submitted by this panelist were contained in the guidelines for Institutional Commitment Policies and Procedures section. Since the panelist was asked to respond only

to the instructional/academic program guidelines, she was unaware of their existence in another program area.

Analysis and Discussion

The guideline statements relating to Instructional/Academic Program Policies and Procedures dealt with four issues described in the literature review.

1. Instructional/Academic program development.
2. Students' rights and responsibilities.
3. Tutoring for disadvantaged students.
4. Instructional program staffing.

Six program development guidelines were written: items (d.), (e.), (i.), (p.), (s.), and (u.). Five guidelines were validated by the panelists as important. Item (i.) suggested that academic credit be awarded for satisfactorily completing remedial coursework. Four of the five panelists responded to item (i.). However, the lack of response did not affect the validation for degree of importance. The guideline was not validated since only one panelist rated it as important. Item (i.) received two panelists' responses in categories (3) "Difficult" or (4) "Very Difficult" for implementation, from the four responding panelists. Cross (1976) recommended degree credit be awarded for remedial coursework. She cited statistics which show an increase in awarding credit. The opinion that students expend as much effort in remedial courses as in regular courses, and should therefore receive credit for successful completion of remedial courses was espoused by Astin et al. (1972). Responses to the difficulty

of implementation tend to support statements within the literature which describe remedial courses as "less than college level." The item related to awarding credit for remedial coursework was perceived as difficult to overcome.

Recommendations for instructional methods, techniques, and designs were contained in items (d.), (e.), (p.), (s.), and (u.). Each was rated as important by the panelists. Item (s.), which suggested extended time for completion of coursework was the only item of the five rated as least difficult to implement in a university setting.

Guidelines relating to students' rights and responsibilities were contained in items (c.), (k.), (q.), and (t.). Item (c.) dealt with maintaining academic standards as a student, and providing interested and motivated faculty to teach remedial courses. Although students should maintain academic standards, Decker et al. (1976) and Roueche and Snow (1977) found that the instructor was the key element for facilitating academic excellence. The panelists agreed, validating item (c.) with four responses above the established criterion. University B did not respond to the degree of difficulty rating. The two-fold nature of item (c.) may be the cause of the split difficulty rating among panelists.

Item (k.) was developed as a student right guideline to provide essential information about university life. The five panelists rated the guideline as "Very Important" and four panelists rates it as least difficult to implement. Due to a lack of response from Universities A and B, item (q.)

was not validated according to the established criterion of three of five panelists responding at degree (3) or degree (4). Comments from one panelist indicated that institutional research revealed students worked best when they were given choices about courses and were not assigned. However, Decker et al. (1976) found that allowing students to enroll in regular and remedial courses put an unfair burden on the student to function adequately. Monitoring of the academic progress of disadvantaged students was supported by panelists repodning to item (t.). A majority of the panelists rated the guideline as difficult to implement. Boylan (1980) recommended monitoring procedures for disadvantaged students. Panelists' responses, although spread across the rating scale, may have been caused by knowledge of the multitude of offices and individuals involved in maintaining a monitoring system (i.e., business offices, admissions, financial aid, registrar).

Each of the guidelines relating to tutoring was validated by the panel of experts. Items (l.), (m.), (n.), and (o.) were developed from recommendations made by Decker et al. (1976), Grant and Hoeber (1978), Haynes (1978), and Roueche and Snow (1977). Guidelines (l.), (m.), and (n.) were rated by all five panelists as either "Of No Difficulty" or "Of Some Difficulty" to implement. Item (o.) was rated by four panelists as least difficult to implement. Validation of these guidelines supports the argument for tutoring by trained individuals, whether they be peers, faculty, or graduate students.

Staffing issues were presented in the following seven guidelines: Items (a.), (b.), (f.), (g.), (h.), (j.), and (r.). Six of the items were validated as important. Item (h.) was not validated by the panel. Responses were spread across the degree categories with three responses at degree (1) or (2). Item (h.) was developed from literature which advocated the position of instructor as the "key" element for a successful instructional program. Positive teacher attitudes recommended by Hechinger (1979) were translated into "training in human relations skills" and were supported by Cross (1976), Decker et al. (1976), and Losack (1973). Roueche and Snow (1977) specifically identified colleges that have the greatest success as selecting instructors for their human relations skills (p. 35).

Instructional staff traits supported by the ratings of the panelists for items (a.), (b.), (f.), (g.), and (r.) included: knowledge of the causes of low achievement in disadvantaged students; knowledge of cognitive and affective development inadequacies; volunteerism; and instructors' efforts to maintain academic standards. Item (j.) pertained to in-service staff development opportunities for instructors. This guideline was validated by four responses in degree category (3) or (4). The literature suggests that in-service training for instructors of disadvantaged students who have not previously received training is necessary.

Total responses as seen in Table 4 indicate a tendency on the part of panelists to rate 18 of the 21 guidelines over-all as (e) "Important" or (4) "Very Important." The degree of

difficulty ratings overall indicate ratings of (1) "Of No Difficulty" or (2) "Of Some Difficulty" to implement in a university setting, although item by item ratings of the degree of difficulty indicate only half, or nine of the guidelines, perceived by panelists as least difficult to implement.

The overall ratings support the need for the four instructional/academic program guideline areas addressed. As a whole, recommendations from the literature review were substantiated by the importance and difficulty ratings.

Institutional Commitment Policies and Procedures

Table 5 depicts the ratings for degree of importance and degree of difficulty categories for the institutional commitment guidelines. Eleven guidelines were developed, each of which was validated according to the established criterion. Two items (b.) and (c.) were validated with unanimous ratings of (4) "Very Important" by all five panelists.

Seven of the 11 items, (a.), (d.), (e.), (f.), (g.), (j.), and (k.) received majority ratings of (1) "Of No Difficulty" or (2) "Of Some Difficulty" for implementation in the university setting. Items (b.) and (c.), considered "Very Important" by all five panelists, were perceived as "Difficult" or "Very Difficult" to implement in the university setting.

Total responses for the degree of importance ratings reveal that overall the 11 items were validated as important

Table 5
Results of Panel of Experts Responses to Institutional Commitment
Policies and Procedures Questionnaire

Item	Importance Response				Difficulty Response			
	1	2	3	4	1	2	3	4
a. The institution should organize a special department or division to work with disadvantaged students.		2	1	2		2	2	1
b. A division or department designated to provide services for disadvantaged students should be fully integrated into the institution.				5			1	3
c. The institution should recognize and advocate the need for full-scale supportive services as an essential ingredient in providing a program for disadvantaged students.				5			2	3
d. The institution should evidence priority and commitment for disadvantaged students programs through full administrative support from the institution's leaders.		1	1	3			1	2
e. The institution should assess its ability to work with disadvantaged learners, and formulate goals and objectives based on the assessment.				1			1	2
f. A wide variety of evaluative data should be gathered and a variety of forms for reporting the data should be utilized. The data collection and analysis should be used to evaluate the program and the students enrolled in it.		2	2	1			3	1
g. Regular and systematic evaluation of the disadvantaged student program should be required.				3			1	3
h. The institution should identify factors which contribute to the students' success and use these as evaluative criteria in the disadvantaged student program.				1			1	1
i. All services to the disadvantaged should be coordinated by one administrator who has authority and a significant voice in institutional decision-making.		2		3			1	1
j. The institution should hose disadvantaged students with regular students.				2			2	1
k. Staff in residential housing should be aware of disadvantaged students' problems and should offer programs which benefit them academically and socially.		1	3	1			3	1
Total		0	8	14	33		12	19

for maximizing success. Although only seven of the 11 items received a majority of responses at degree (1) or degree (2) in the difficulty category, the sum of the total responses indicated overall ratings for degrees (1) "Of No Difficulty" and (2) "Of Some Difficulty." No additional guidelines were submitted.

Analysis and Discussion

The guidelines developed for Institutional Commitment Policies and Procedures were divided into two categories: administration and evaluation. Eight guidelines (Items a., b., c., d., e., i., j., and k.) were designed to elicit responses relating to administrative functions which show evidence of institutional commitment. Items (f.), (g.), and (h.) related to evaluation of students and programs. All 11 guidelines were validated by the panel of experts. Two guidelines, (b.) and (c.), receiving unanimous ratings of "Very Important," were also rated as difficult to implement. Item (b.) suggested a separate division or department to administer disadvantaged student programs. Recognition of the difficulty in changing a university's structure to accommodate the suggested guideline may have influenced the extreme degree of difficulty rating indicated by the panelists.

Item (c.) recommended recognizing and advocating the need for supportive services. Although all five panelists rated the guideline as "Very Important," three panelists rated the guidelines as "Difficult" and two rated it as "Of Some Difficulty." Convincing the institutions' leaders of

the necessity for support services to enhance disadvantaged student programs appears to be a difficult task, though highly desired from the panelists' point of view. Assessing its ability to provide services for disadvantaged students (Item e.), and showing evidence of priority for and commitment to disadvantaged student programs (Item d.) were validated by the panel. Results of the responses to guidelines (a.), (b.), (c.), (d.), and (e.) substantiate the literature review findings of Jones and Osborne (1977), McDill et al. (1969), Roueche and Snow (1977), and Williams (1978). Items (j.) and (k.), included in the final form of the questionnaire upon recommendation of a pilot test respondent and substantiated in the literature review, were validated by the panel of experts. Both guidelines were rated as least difficult to implement by three of the five panelists.

The evaluation items, (f.), (g.), and (h.) were each validated by the panelists. Roueche and Snow (1977) advocated a variety of evaluation data collection. His contention was supported by the validation of item (f.). The panelists also perceived item (f.) as least difficult to implement in a university setting with three panelists rating it as (1) "Of No Difficulty."

The responses to the degree of importance for items (g.) and (h.) reflected ratings by all five panelists at degrees (3) or (4). Identifying factors which contribute to a disadvantaged student's success (Item h.) was perceived as very difficult by the panel of experts.

As a whole, institutional commitment guidelines were validated by the panel of experts. Cumulative ratings for the degree of difficulty revealed that panelists' perceived the guidelines as (1) "Of No Difficulty" or (2) "Of Some Difficulty." The importance validations substantiated the findings reported in the review of literature.

Overview and Evaluation of Questionnaire Results

The total number of validated items for each program area is presented in Table 6. Sixty-two of the 69 guidelines developed for this study were validated by the panel of experts. All of the guidelines developed for the counseling/academic advisement and institutional commitment program areas were validated according to the established criterion. Three of five responses fell at degree levels three or four.

TABLE 6

Number of Validated Guidelines by Program Area

Program Area	Items Validated	Total Items
Admissions	9	10
Counseling/Academic Advisement	14	14
Financial Aid	10	13
Instructional/Academic Program	18	21
Institutional Commitment	<u>11</u>	<u>11</u>
Total	62	69

Total validation responses for the degree of importance ratings are depicted in Table 7. Responses in degree category (3) "Important" or (4) "Very Important" predominate. Cumulative totals indicate validation of the guidelines developed for each program area. It can be observed from Table 7, however, that panelists' total responses to two program areas revealed difficulty for implementation ratings. Total responses were greater in degree categories (3) "Difficult" and (4) "Very Difficult" than in degrees (1) "Of No Difficulty" or (2) "Of Some Difficulty" for the admissions and financial aid questionnaire.

Instructions for responding to the questionnaires invited panel members to submit additional guidelines in order to compile as complete a set of guidelines as possible. Panel members submitting additional guidelines were asked to rate their guidelines on the response scale. Three additional guidelines were submitted for the instructional/academic program area. These guidelines were rated as "Very Important" by the panelists submitting them. A single rating was not sufficient, however, to validate the three guidelines. Two of the three guidelines were similar to guidelines contained in another questionnaire. The similar guidelines, Institutional Commitment Policies and Procedures guidelines (c.) and (f.), were validated by the panel.

Content validity of the guidelines was established through analysis of the total responses. The five panelists ratings for the degree of importance categories for each of the five program areas indicate that the content was valid for

TABLE 7

Results of Panel of Experts Total Responses to the Guideline Questionnaires

Program Area	Total Responses											
	Importance								Difficulty			
	1	2	3	4	1	2	3	4	1	2	3	4
Admissions	0	9	18	23	8	11	12	18				
Counseling/Academic Advisement	0	5	18	47	20	35	8	4				
Financial Aid	2	11	25	24	8	21	19	17				
Instructional/Academic Program	4	10	28	57	17	36	24	21				
Institutional Commitment	0	8	14	33	12	19	15	9				
Total	6	43	103	184	65	122	78	69				

the purposes intended. The total questionnaire ratings, in fact, accomplished what they sought to accomplish: the identification and validation of a comprehensive set of policy guidelines for administering and implementing programs for freshman disadvantaged students in public four-year universities.

Summary

Chapter IV contains the results of the validation questionnaire as perceived by a panel of experts chosen to respond to the importance of guidelines for disadvantaged student programs in five specific areas. Sixty-two of the 69 guidelines developed were validated by the panel (see Appendix C). Total responses to the guidelines, as a whole, revealed validation for degree of importance for 62 guidelines submitted to the panel. The guidelines were considered to have met the standards of content validity because the total questionnaire items accomplished what they sought to accomplish.

CHAPTER V

SUMMARY, CONCLUSIONS AND GENERAL OBSERVATIONS, RECOMMENDATIONS

This chapter is organized into three sections: a summary of the study, general observations and conclusions based on the analysis of the questionnaire responses, and suggestions for further research.

Summary

The purpose of this study was to identify and validate a set of comprehensive guidelines for the implementation and administration of disadvantaged freshman student programs in public four-year universities. Procedures for the study were divided into five phases: a review of the pertinent literature and development of the guidelines, development of a questionnaire format presenting the guidelines and a pilot test of the questionnaire, selection of the panel of experts, collection of the validation responses, and the analysis of the experts' validation responses.

Five program areas were established by reviewing the literature.

1. Admissions Policies and Procedures.
2. Counseling/Academic Advisement Policies and Procedures.
3. Financial Aid Policies and Procedures.

4. Instructional/Academic Program Policies and Procedures.

5. Institutional Commitment Policies and Procedures.

Guidelines relating to each program area were developed from the literature review and are included in Chapter III. A pilot test group was asked to respond to the clarity and appropriateness of the guideline questionnaire. Recommendations for changes in content or structure were incorporated in the final form of the guideline questionnaire contained in Appendix A. Sixty-nine guidelines were included in the final form of the questionnaires. A criterion of three of five responses at degree levels (3) "Important" or (4) "Very Important" was established for validation purposes. Panel members were also asked to respond to a degree of difficulty of implementation rating for each guideline. The degree of difficulty rating was used in the interpretation of the validation results.

Twenty-five faculty, staff and administrators were chosen as a panel of experts to validate the guidelines. Five experts were selected for each of the five program areas. The 25 panel of experts members were selected from the five Florida state universities which have a freshman level. Appendix B contains the cover letter and description of a disadvantaged student which were submitted to each panel member along with a program area questionnaire.

Results of the questionnaire responses can be found in Chapter IV. An analysis and discussion of the questionnaire results for each program area is also included.

Cumulative total responses were also tabulated for the 69 guidelines as a whole, and an overview and evaluation of the total guidelines are included in Chapter IV.

Conclusions and General Observations

Analysis of the total responses to the five program area guideline questionnaires revealed the guidelines to be consistent with findings presented in the literature review. The panel of experts responding to each program area consistently rated the aggregate of the guidelines as important to maximizing the success of a disadvantaged student.

Sixty-two of the 69 guidelines were validated by the panel of experts on an individual basis. The 62 validated guidelines are presented in Appendix C. All of the guidelines for counseling/academic advisement and institutional commitment were validated indicating overall agreement with the findings presented in the literature. One admissions item, in addition to three financial aid items and three instructional/academic program guidelines were not validated according to the established criterion. Responses to the admissions item (f.) contradicted the recommendation for extensive outreach programs in the recruitment phase of the admissions process contained in Chapter II. Items (d.), (f.), and (k.) were not validated by the panel members responding to the financial aid questionnaire. It is interesting to note that two of these guidelines, (f.) and (k.)

received contradictory findings within the literature reviewed. Questions occurred throughout the literature relating to (a) the award of grants or loans to disadvantaged students, and (b) whether awards should be individual or institutional. The findings in the literature, however, support evaluation of requests based on need for financial aid. Thus, responses to item (d.) contradict the literature recommendations. The responses to item (d.) may have been affected by perceptions of panel members that disadvantaged students would more than likely legitimately require financial aid to attend college. The item as stated may have been unclear.

Responses to the nonvalidated guidelines contained in the instructional/academic program area questionnaire contradict findings reported in the literature review for item (h.). Instructors with human relations skills training were described in the literature as necessary for a successful disadvantaged student program. Item (i.) which deals with the awarding of academic credit for remedial work, was developed from contradicting literature and was seen as controversial by the researcher. Responses to this item did not support the importance of awarding academic credit for remedial coursework. Item (g.), which advocated the assignment of disadvantaged students to remedial courses based on testing and evaluation, was not supported by the panel as important. Comments from two panelists indicated that the guideline statement may have been misunderstood. Panelists may have

interpreted the guideline as suggesting assignment of disadvantaged students exclusively to remedial courses. The intent of the guideline was to suggest that students be assigned to remedial courses only after placement testing and evaluation.

Degree of difficulty ratings were tabulated for each of the 69 guidelines. The purpose of the difficulty ratings was to assist in the identification of those guidelines perceived by the panelists as being least difficult to implement in a university setting. The difficulty ratings affected the interpretation results of the questionnaires and were reported in Chapter IV.

Generally, the 62 items were validated as a set of comprehensive guidelines for implementing and administering a program for disadvantaged freshman students in public four-year universities. Responses to the degree of difficulty ratings revealed that the panelists perceived that admissions and financial aid guidelines would be difficult to implement in a university setting. Taken as a whole, perceptions of least difficulty for implementation were revealed upon examination of the panelists' responses to the 69 guidelines.

The panel selected was comprised of practicing university faculty, staff, and administrators whose expertise and knowledge of disadvantaged student programs qualified them as experts in their field. Their responses item by item validated 90% of the guidelines presented. Content validity of the 62 items as a set of comprehensive guidelines for disadvantaged student programs was established.

Suggestions for Further Research

The purpose of this study was to identify and validate by expert opinion a set of comprehensive guidelines for implementing and administering programs for disadvantaged freshman students in public four-year universities. As an outcome of the validation results reported, several suggestions for further research can be made.

1. This study was limited to the implementation and administration of a public university level disadvantaged student program. It is suggested that similar studies of (a) two-year public colleges, and (b) both two- and four-year private institutions be undertaken.

2. It is suggested that a study to investigate the causes of difficulty for implementation be performed. Investigation might include possible financial limitations or administrative and organizational approaches to offering programs for disadvantaged students.

3. A study of ways to solve the problems associated with the difficulty ratings based on the validated guidelines should be undertaken.

4. It is suggested that an investigation of how staff and faculty attitudes affect educational services for disadvantaged students in higher education should be performed.

5. A great deal of misunderstanding and disagreement surrounds the common terminology used to describe academic programs for disadvantaged students. A study to clarify the terminology used (i.e., remedial, developmental,

compensatory, basic skills, etc.) would benefit the continued investigation of disadvantaged student programs.

6. It is suggested that the validated guidelines be compared to current practice in higher education.

7. Further research investigating the effects of programs for disadvantaged college students should be undertaken.

APPENDIX A

THE GUIDELINE QUESTIONNAIRES

Guidelines For Implementing Programs For Disadvantaged Students In Public Four-Year Universities

Directions: Please read each guideline statement carefully. On the left side, circle the number which corresponds to the level of importance that guideline has for maximizing student success. On the right side, please circle the number which corresponds to the level of difficulty the guideline has for implementation in your situation. At the end, you may add any additional guidelines which you believe should be included in the policies for this specific area, and respond by indicating the level of importance and difficulty for each.

Importance for Maximizing Student Success				ADMISSIONS POLICIES AND PROCEDURES				Difficulty for Implementation			
Very Imp.	Imp.	Some Imp.	No Imp.					Very Diff.	Some Diff.	No Diff.	Of Diff.
4	3	2	1	a.	The institution should develop modifications in admission criteria in order to provide equal educational opportunity for disadvantaged students.			4	3	2	1
4	3	2	1	b.	The admissions office should participate in every aspect of the institutional decision-making process for disadvantaged students--from recruitment through graduation.			4	3	2	1
4	3	2	1	c.	The admissions office should include alternative predictors of academic achievement (e.g., motivation, family background, attitude toward education) in its selection process.			4	3	2	1
4	3	2	1	d.	The admissions office should participate in extensive recruiting of disadvantaged students.			4	3	2	1
4	3	2	1	e.	The admissions office should take the lead in selecting disadvantaged students who can benefit from the college experience.			4	3	2	1
4	3	2	1	f.	The admissions office should divert funds for extensive outreach in recruiting efforts aimed at disadvantaged students.			4	3	2	1
4	3	2	1	g.	When recruiting disadvantaged students, the admissions office should incorporate several special measures (e.g., former students, community members, mail outs, advertisements, contacting high school counselors, teams of university officials).			4	3	2	1
4	3	2	1	h.	The admissions office should attempt to document complete student profiles for disadvantaged students during the recruitment and selection process. The student profile should contain previous academic records, and the student's future educational plans.			4	3	2	1
4	3	2	1	i.	When selecting disadvantaged students for admission, the admissions office should use subjective evaluations (e.g., level of motivation, evidence of ability to handle academic work, and personal interviews or recommendations).			4	3	2	1

Importance for Maximizing
Student Success

			Of
			Some No
Very			Imp.
Imp.			Imp.

4	3	2	1
---	---	---	---

ADMISSIONS POLICIES AND PROCEDURES (continued)

j. When selecting disadvantaged students for admission, the admissions office should also use objective evaluations such as an increasing tendency on the part of the student to make better grades over time (e.g., 9th grade D's, 10th grade C's, 11th grade B's, etc.).

Difficulty for
Implementation
Of
Very Some No
Diff. Diff. Diff. Diff.

4	3	2	1
---	---	---	---

Guidelines For Implementing Programs For Disadvantaged Students In Public Four-Year Universities

Directions: Please read each guideline statement carefully. On the left side, circle the number which corresponds to the level of importance that guideline has for maximizing student success. On the right side, please circle the number which corresponds to the level of difficulty the guideline has for implementation in your situation. At the end, you may add any additional guidelines which you believe should be included in the policies for this specific area, and respond by indicating the level of importance and difficulty for each.

<u>Importance for Maximizing Student Success</u>				<u>Difficulty for Implementation</u>			
Very Imp.	Imp.	Some Imp.	No Imp.	Very Diff.	Diff.	Some Diff.	No Diff.
COUNSELING/ACADEMIC ADVISEMENT POLICIES AND PROCEDURES							
4	3	2	1	4	3	2	1
a. A variety of diagnostic tools (e.g., tests, previous educational records, self-referral, and/or counseling) should be used in academic advisement activities designed for disadvantaged students.				4	3	2	1
4	3	2	1	4	3	2	1
b. Student assessment should become an on-going activity coupled with directive academic advisement and academic counseling to enable students to receive the program of studies suited to their needs and abilities.				4	3	2	1
4	3	2	1	4	3	2	1
c. Upon admission to the institution, the disadvantaged student should receive intensive academic advisement and counseling. Academic advisement to aid the student in interpreting the institution's academic program, and personal counseling to ease the tension and anxiety which accompany disadvantaged students enrolling in higher education.				4	3	2	1
4	3	2	1	4	3	2	1
d. Peer counselors who have shown academic success should be included in the planning and implementation stages of a program of studies for disadvantaged students.				4	3	2	1
4	3	2	1	4	3	2	1
e. Academic advisers should be specially trained to facilitate the disadvantaged student's progress.				4	3	2	1
4	3	2	1	4	3	2	1
f. Group counseling and group guidance should be available for disadvantaged students.				4	3	2	1
4	3	2	1	4	3	2	1
g. Counselors and academic advisers should have special training for working with disadvantaged students, and, be chosen for their special understanding of disadvantaged students and their ability to assist students exhibiting a wide range of academic and personal problems.				4	3	2	1
4	3	2	1	4	3	2	1
h. Academic advisers and counselors should be volunteers, if possible, as evidence of their interest and commitment to facilitating the progress of disadvantaged students.				4	3	2	1

COUNSELING/ACADEMIC ADVISEMENT POLICIES AND PROCEDURES (continued)

Importance for Maximizing Student Success				Difficulty for Implementation			
Very Imp.	Some Imp.	No Imp.	Of	Very Diff.	Some Diff.	No Diff.	Of
4	3	2	1	4	3	2	1
i. Peer counselors, who are academically successful, and especially those who have experienced their freshman year as entering disadvantaged students, should be chosen to work with their peers.				4	3	2	1
4	3	2	1	4	3	2	1
j. Regular meetings of counselors working with the disadvantaged students should be held.				4	3	2	1
4	3	2	1	4	3	2	1
k. Severe problems exhibited by students should be referred for further professional counseling at designated agencies.				4	3	2	1
4	3	2	1	4	3	2	1
l. Academic advisers of disadvantaged students should provide routine information about course requirements, degree requirements, descriptions of instructors, attrition rates of certain classes, and what will be explicitly required of them.				4	3	2	1
4	3	2	1	4	3	2	1
m. Disadvantaged students should be assigned to specific academic advisers.				4	3	2	1
4	3	2	1	4	3	2	1
n. When ethnic minorities comprise a substantial portion of students enrolled in the disadvantaged student program, the counseling staff should reflect those student characteristics.				4	3	2	1

Guidelines For Implementing Programs For Disadvantaged Students In Public Four-Year Universities

Directions: Please read each guideline statement carefully. On the left side, circle the number which corresponds to the level of importance that guideline has for maximizing student success. On the right side, please circle the number which corresponds to the level of difficulty the guideline has for implementation in your situation. At the end, you may add any additional guidelines which you believe should be included in the policies for this specific area, and respond by indicating the level of importance and difficulty for each.

Importance for Maximizing Student Success

Very Imp. 3 2 1
Of Some No
Imp. Imp.

FINANCIAL AID POLICIES AND PROCEDURES

Difficulty for Implementation
Very Of
Diff. Diff. Diff.

- a. Financial aid counseling, designed specifically for disadvantaged students, should be provided by the institution. 4 3 2 1
- b. The financial aid staff should emphasize personal financial management skills when counseling disadvantaged students. 4 3 2 1
- c. Financial aid staff should encourage disadvantaged students to participate in work-study opportunities (up to 20 hours per week), when academically feasible. 4 3 2 1
- d. Financial aid for the disadvantaged should be need-based. 4 3 2 1
- e. The financial aid policies should consider the total needs of disadvantaged students. 4 3 2 1
- f. Financial aid for disadvantaged students should be an individual award rather than institutional. 4 3 2 1
- g. In developing financial aid policies and services for disadvantaged students, the institution should reflect a flexible attitude. 4 3 2 1
- h. Need-analysis methods should be designed to afford optimal benefits to disadvantaged students (i.e., data collection should be current and accurate, and, provisions for unusual circumstances should be made). 4 3 2 1
- i. The financial aid office should encourage disadvantaged students to become responsible for their financial obligations to the institution by providing orientation sessions on budgeting, payment of fees, repayment of loans, etc. 4 3 2 1
- j. Students should be required to exhibit some element of self-help as evidence of desire and personal maturity when applying for financial aid. 4 3 2 1

Importance for Maximizing Student Success				Difficulty for Implementation					
Very Imp.	Imp.	Some Imp.	No Imp.	Very Diff.	Some Diff.	No Diff.	Of Diff.		
FINANCIAL AID POLICIES AND PROCEDURES (continued)									
4	3	2	1	k.	Grants, rather than loans, should be awarded to disadvantaged students.	4	3	2	1
4	3	2	1	l.	The financial aid office should provide accurate and timely information to disadvantaged students when they apply for admission to the institution.	4	3	2	1
4	3	2	1	m.	Financial aid officers, especially the director, should receive training in human relations skills in order to communicate with students, parents, and other institutional personnel who deal with disadvantaged students.	4	3	2	1

Guidelines For Implementing Programs For Disadvantaged Students In Public Four-Year Universities

Directions: Please read each guideline statement carefully. On the left side, circle the number which corresponds to the level of importance that guideline has for maximizing student success. On the right side, please circle the number which corresponds to the level of difficulty the guideline has for implementation in your situation. At the end, you may add any additional guidelines which you believe should be included in the policies for this specific area, and respond by indicating the level of importance and difficulty for each.

Importance for Maximizing Student Success

Very Imp. 3 2 1
Of Some No
Imp. Imp. Imp.

- a. Instructors of disadvantaged students should be knowledgeable about the many causes of low achievement present in disadvantaged students.
- b. Instructors of disadvantaged students should be aware of cognitive and affective development inadequacies.
- c. Disadvantaged students should be expected to maintain academic standards in line with regular institutional policies. Instructors should encourage and facilitate academic excellence with disadvantaged students.
- d. The instructional/academic program for disadvantaged students should be developed with specific goals and objectives which can be communicated to the students.
- e. Non-traditional methods of instruction should be developed and used by instructors teaching the disadvantaged.
- f. Instructors should be carefully selected, trained, and assigned to work specifically with disadvantaged students.
- g. Volunteer instructors should undergo training for working with disadvantaged students.
- h. Instructors of disadvantaged students should have counseling/human relations training.
- i. Academic credit toward graduation should be awarded to students who satisfactorily complete remedial coursework.
- j. The institution should provide in-service staff development opportunities for instructors of disadvantaged students.

Difficulty for Implementation Of
Very Diff. 3 2 1
Some Diff. 3 2 1
No Diff. 3 2 1

INSTRUCTIONAL/ACADEMIC PROGRAM POLICIES AND PROCEDURES (continued)

Importance for Maximizing Student Success				Difficulty for Implementation			
Very Imp.	Imp.	Imp.	Of No Diff.	Very Diff.	Some Diff.	No Diff.	Of No Diff.
4	3	2	1	4	3	2	1
k. The institution should provide an early orientation program for disadvantaged students to acquaint them with the academic program, the campus, and institutional policies and procedures.							
4	3	2	1	4	3	2	1
l. Tutoring should be provided as an instructional support service for disadvantaged students.							
4	3	2	1	4	3	2	1
m. Peer tutors should be employed to assist disadvantaged students. They should be trained, organized, and supervised.							
4	3	2	1	4	3	2	1
n. The tutorial program should be designed to offer group and individual assistance.							
4	3	2	1	4	3	2	1
o. A variety of tutorial personnel (i.e., graduate assistants, faculty, peers) should be employed to meet the varied needs of students.							
4	3	2	1	4	3	2	1
p. Remedial courses should be developed to meet student needs in basic academic areas (i.e., reading, writing, and computation).							
4	3	2	1	4	3	2	1
q. Disadvantaged students should be assigned to remedial courses through placement testing and observation.							
4	3	2	1	4	3	2	1
r. Faculty members should maintain academic standards in remedial coursework for disadvantaged students.							
4	3	2	1	4	3	2	1
s. Innovative techniques such as extended time for completion of coursework should be included in programs for disadvantaged students.							
4	3	2	1	4	3	2	1
t. The academic progress of disadvantaged students should be monitored and follow-up activities should be instituted.							
4	3	2	1	4	3	2	1
u. Learning assistance centers, study skills centers, and/or developmental skills centers should be available to disadvantaged students. The students should also be encouraged by instructors and advisers to utilize these facilities.							
4	3	2	1	4	3	2	1

Importance for Maximizing

<u>Student Success</u>		<u>Of</u>	
Very	Some	Of	
Imp.	Imp.	No	
4	3	2	1

INSTRUCTIONAL/ACADEMIC PROGRAM POLICIES AND PROCEDURES

<u>Difficulty for</u>		<u>Implementation</u>		<u>Of</u>	
Very	Some	Of		Of	
Diff.	Diff.	Diff.	Diff.	No	
4	3	2	1		

Importance for Maximizing Student Success				Institutional Commitment Policies and Procedures (continued)				Difficulty for Implementation	
Very Imp.	Some Imp.	No Imp.	Of	Very Imp.	Some Imp.	No Imp.	Of	Very Diff.	No Diff.
4	3	2	1	j.	The institution should house disadvantaged students with regular students.	4	3	2	1
4	3	2	1	k.	Staff in residential housing should be aware of disadvantaged students' problems and should offer programs which benefit them academically and socially.	4	3	2	1

APPENDIX B

COVER LETTER AND DEFINITION

Dear _____:

The Institute of Higher Education at the University of Florida is involved in a research project which is attempting to develop policy guidelines for disadvantaged student programs in higher education. The major emphases for the project are program implementation and administration. The guidelines have been developed from a review of current pertinent literature. The next step in the process is to obtain responses to the guidelines from a panel of experts in an attempt to validate them. The panel of experts has been selected from the five four-year state universities in Florida. Since you are responsible for _____ (program area) at _____ (university), your knowledge of disadvantaged student problems is important to the validation stage of this project.

A list of the guidelines for _____ policies and procedures is enclosed. There are two separate responses which you will need to make for each guideline. The first response is to the "level of importance" each guideline has for maximizing a disadvantaged student's opportunities for successful completion of the freshman year. The second response is to determine the "level of difficulty" which might be encountered in implementing each guideline in your situation. In order to compile as complete a set of guidelines as possible, you are invited to include additional guidelines which seem important to you based on your knowledge and expertise. Your response on the two separate scales to any additional guidelines you submit will be appreciated.

Specific instructions for responding to the guidelines are included with the list on the enclosed pages. A stamped self-addressed envelope is enclosed for your use. Return of the completed guideline list should be as soon as possible, but no later than October 1, 1980.

Your assistance in completing the validation stage of the study is deeply appreciated. A copy of the analysis and interpretation of the information received from the panel will be available. Should you have any questions, please feel free to contact us. Thank you in advance for your assistance.

Cordially,

Cordially,

Theresa B. Vernetson
Graduate Assistant

James L. Wattenbarger, Director
Institute of Higher Education

Guidelines For Implementing Programs For Disadvantaged
Students In Public Four-Year Universities

Disadvantaged Students

When responding to the attached questionnaire, please keep in mind that for the purposes of this study, disadvantaged students are defined as "those whose lack of money, low standardized test scores, erratic high school records and race/class/cultural characteristics, taken together, place them at a disadvantage in competition with the preponderant mass of students in the colleges they wish to enter. They are students who are seen as long-shot prospects for success, but who demonstrate some indefinable and unmeasurable quality--motivation, creativity, resilience, leadership, personality or whatever--which an admissions office might interpret as a sign of strength offsetting the customary indicators of probable success." (Egerton, 1968)

APPENDIX C

THE VALIDATED GUIDELINES

Admissions

- a. The institution should develop modifications in admission criteria in order to provide equal educational opportunity for disadvantaged students.
- b. The admissions office should participate in every aspect of the institutional decision-making process for disadvantaged students--from recruitment through graduation.
- c. The admissions office should include alternative predictors of academic achievement (e.g., motivation, family background, attitude toward education) in its selection process.
- d. The admissions office should participate in extensive recruiting of disadvantaged students.
- e. The admissions office should take the lead in selecting disadvantaged students who can benefit from the college experience.
- g. When recruiting disadvantaged students, the admissions office should incorporate several special measures (e.g., former students, community members, mail outs, advertisements).
- h. The admissions office should attempt to document student profiles for disadvantaged students during the recruitment and selection process. The student profile should contain previous academic records, and the student's future educational plans.
- i. When selecting disadvantaged students for admission, the admissions office should use subjective evaluations (e.g., level of motivation, evidence of ability to handle academic work, and personal interviews or recommendations).
- j. When selecting disadvantaged students for admission, the admissions office should also use objective evaluations such as an increasing tendency on the part of the student to make better grades over time (e.g., 9th grade D's, 10th grade C's, 11th grade B's, etc.).

Counseling/Academic Advisement

- a. A variety of diagnostic tools (e.g., tests, previous educational records, self-referral, and/or counseling) should be used in academic advisement activities designed for disadvantaged students.

- b. Student assessment should become an on-going activity coupled with directive academic advisement and academic counseling to enable students to receive the program of studies suited to their needs and abilities.
- c. Upon admission to the institution, the disadvantaged student should receive intensive academic advisement and counseling. Academic advisement to aid the student in interpreting the institution's academic program, and personal counseling to ease the tension and anxiety which accompany disadvantaged students enrolling in higher education.
- d. Peer counselors who have shown academic success should be included in the planning and implementation stages of a program of studies for disadvantaged students.
- e. Academic advisers should be especially trained to facilitate the disadvantaged student's progress.
- f. Group counseling and group guidance should be available for disadvantaged students.
- g. Counselors and academic advisers should have special training for working with disadvantaged students, and, be chosen for their special understanding of disadvantaged students and their ability to assist students exhibiting a wide range of academic and personal problems.
- h. Academic advisers and counselors should be volunteers, if possible, as evidence of their interest and commitment to facilitating the progress of disadvantaged students.
- i. Peer counselors, who are academically successful, and especially those who have experienced their freshman year as entering disadvantaged students, should be chosen to work with their peers.
- j. Regular meetings of counselors working with the disadvantaged students should be held.
- k. Severe problems exhibited by students should be referred for further professional counseling at designated agencies.
- l. Academic advisers of disadvantaged students should provide routine information about course requirements, degree requirements, descriptions of instructors, attrition rates of certain classes, and what will be explicitly required of them.
- m. Disadvantaged students should be assigned to specific academic advisers.

- n. When ethnic minorities comprise a substantial portion of students enrolled in the disadvantaged student program, the counseling staff should reflect those student characteristics.

Financial Aid

- a. Financial aid counseling, designed specifically for disadvantaged students, should be provided by the institution.
- b. The financial aid staff should emphasize personal financial management skills when counseling disadvantaged students.
- c. Financial aid staff should encourage disadvantaged students to participate in work-study opportunities (up to 20 hours per week), when academically feasible.
- e. Financial aid policies should consider the total needs of disadvantaged students.
- g. In developing financial aid policies and services for disadvantaged students, the institution should reflect a flexible attitude.
- h. Need-analysis methods should be designed to afford optimal benefits to disadvantaged students (i.e., data collection should be current and accurate, and, provisions for unusual circumstances should be made).
- i. The financial aid office should encourage disadvantaged students to become responsible for their financial obligations to the institution by providing orientation sessions on budgeting, payment of fees, repayment of loans, etc.
- j. Students should be required to exhibit some element of self-help as evidence of desire and personal maturity when applying for financial aid.
- l. The financial aid office should provide accurate and timely information to disadvantaged students when they apply for admission to the institution.
- m. Financial aid officers, especially the director, should receive training in human relations skills in order to communicate with students, parents, and other institutional personnel who deal with disadvantaged students.

Instructional/Academic Program

- a. Instructors of disadvantaged students should be knowledgeable about the many causes of low achievement present in disadvantaged students. ✓
- b. Instructors of disadvantaged students should be aware of cognitive and affective development inadequacies.
- c. Disadvantaged students should be expected to maintain academic standards in line with regular institutional policies. Instructors should encourage and facilitate academic excellence with disadvantaged students.
- d. The instructional/academic program for disadvantaged students should be developed with specific goals and objectives which can be communicated to the students.
- e. Non-traditional methods of instruction should be developed and used by instructors teaching the disadvantaged. ✓
- f. Instructors should be carefully selected, trained, and assigned to work specifically with disadvantaged students. ✓
- g. Volunteer instructors should undergo training for working with disadvantaged students.
- j. The institution should provide in-service staff development opportunities for instructors of disadvantaged students.
- k. The institution should provide an early orientation program for disadvantaged students to acquaint them with the academic program, the campus, and institutional policies and procedures. ✓
- l. Tutoring should be provided as an instructional support service for disadvantaged students. ✓
- m. Peer tutors should be employed to assist disadvantaged students. They should be trained, organized, and supervised. ✓
- n. The tutorial program should be designed to offer group and individual assistance.
- o. A variety of tutorial personnel (i.e., graduate assistants, faculty, peers) should be employed to meet the varied needs of students.
- p. Remedial courses should be developed to meet student needs in basic academic areas (i.e., reading, writing, and computation).

- r. Faculty members should maintain academic standards in remedial coursework for disadvantaged students.
- s. Innovative techniques such as extended time for completion of coursework should be included in programs for disadvantaged students.
- t. The academic progress of disadvantaged students should be monitored and follow-up activities should be instituted.
- u. Learning assistance centers, study skills centers, and/or developmental skills centers should be available to disadvantaged students. The students should also be encouraged by instructors and advisers to utilize these facilities.

Institutional Commitment

- a. The institution should organize a special department or division to work with disadvantaged students.
- b. A division or department designated to provide services for disadvantaged students should be fully integrated into the institution.
- c. The institution should recognize and advocate the need for full-scale supportive services as an essential ingredient in providing a program for disadvantaged students.
- d. The institution should evidence priority and commitment for disadvantaged student programs through full administrative support from the institution's leaders.
- e. The institution should assess its ability to work with disadvantaged learners, and formulate goals and objectives based on the assessment.
- f. A wide variety of evaluative data should be gathered and a variety of forms for reporting the data should be utilized. The data collection and analysis should be used to evaluate the program and the students enrolled in it.
- g. Regular and systematic evaluation of the disadvantaged student program should be required.
- h. The institution should identify factors which contribute to the students' success and use these evaluative criteria in the disadvantaged student program.

- i. All services to the disadvantaged should be coordinated by one administrator who has authority and a significant voice in institutional decision-making. ✓
- j. The institution should house disadvantaged students with regular students. ✓
- k. Staff in residential housing should be aware of disadvantages students' problems and should offer programs which benefit them academically and socially.

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BIOGRAPHICAL SKETCH

Theresa Blankner Vernetson was born May 22, 1948, in Ft. Pierce, Florida. She grew up in Bartow, Florida, and graduated from Summerlin Institute in Bartow, June, 1966. She attended Florida State University in Tallahassee, Florida, receiving the BA degree in English in June, 1970.

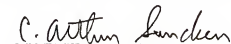
From 1970 to 1972, she was employed as an English teacher with the Polk County Board of Public Instruction. In July, 1972, she married William G. Vernetson and subsequently moved to Gainesville, Florida. She has been employed since 1972 in various capacities at the University of Florida. In 1975 she received her master's degree in adult education. The specialist's degree was awarded in 1976 in educational administration and supervision. Since June, 1979, she has served as the departmental administrative assistant in Educational Administration and Supervision.

She is the mother of one daughter, Marianne Theresa.

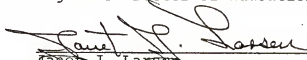
I certify that I have read this study and that in my opinion it conforms to acceptable standards of scholarly presentation and is fully adequate, in scope and quality, as a dissertation for the degree of Doctor of Education.


James L. Wattenbarger, Chairman
Professor of Educational Administration and Supervision

I certify that I have read this study and that in my opinion it conforms to acceptable standards of scholarly presentation and is fully adequate, in scope and quality, as a dissertation for the degree of Doctor of Education.


C. Arthur Sandeen
Professor of Educational Administration and Supervision

I certify that I have read this study and that in my opinion it conforms to acceptable standards of scholarly presentation and is fully adequate, in scope and quality, as a dissertation for the degree of Doctor of Education.


Janet J. Larsen
Associate Professor of Counselor Education

This dissertation was submitted to the Graduate Faculty of the Department of Educational Administration and Supervision in the College of Education and to the Graduate Council, and was accepted as partial fulfillment of the requirements for the degree of Doctor of Education.

June, 1981

Dean for Graduate Studies
and Research